

JPRS 82526

23 December 1982

USSR Report

HUMAN RESOURCES

No. 71

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LABOR

UKRAINIAN OFFICIAL REVIEWS GOALS OF LABOR PROGRAM

Kiev PRAVDA UKRAINY in Russian 13 Aug 82 p 2

[Article by G. Vashchenko, chairman of the coordinating council of the republic scientific-technical program entitled "Labor" and first deputy chairman of the UkSSR Council of Ministers: "The Course Is Set Toward Efficiency"]

[Text] The only source from which the country's national wealth can be augmented and the level of living of the workers raised was and still is labor. Full employment, based on the mature nature of the entire system of production relations and the growing requirements of people in their labor, related to the rise in the level of their consciousness, education and nonmaterial demands, is a great attainment of socialism.

In all stages of development of our society the party and government have been doing everything so that people's labor is highly productive and efficient.

It can be said that the efficiency of labor was, is and remains the main road of the socioeconomic policy of our state, and a thrifty and economical attitude toward labor resources has particular importance.

"... Our further forward movement," Comrade L. I. Brezhnev, general secretary of the CPSU Central Committee and chairman of the Presidium of the USSR Supreme Soviet, noted at the 26th CPSU Congress, will depend to an ever greater degree on skillful and effective use of all existing resources--labor, fixed capital, fuel and raw materials.

One of the basic directions in solving these problems is extensive use of the comprehensive target program as an approach. The need for and importance of this approach has been stressed at party congresses, in decrees of the CPSU Central Committee and USSR Council of Ministers, and in the decisions of the May (1982) Plenum of the CPSU Central Committee. Performance of the comprehensive target program entitled "Increasing the Efficiency of Utilization of Labor Resources in the 11th Five-Year Plan" ("Labor" for short), which was first drafted in UkSSR at the republic level, is a specific form of implementing that principle.

The program is all the more urgent because of the strain on the balance of manpower and the drop in the rate of its growth. After all, in the 11th

Five-Year Plan the volume of industrial output in the republic is supposed to rise 23 percent, the output of agriculture 12 percent, and there is to be a substantial expansion of the network of housing, municipal services, health care, education and other sectors.

The program is aimed at invigorating the activity of ministries and departments, soviets of people's deputies, collectives of production associations and enterprises, scientific research institutes, trade union committees, and production innovators in seeking out potential for a further rise of labor productivity and for the most efficient use of labor resources and the entire available working time.

All units in economic administration are oriented toward the most economical methods of boosting output: improved use of live labor, equipment and elimination of work time losses. The faster growth of labor productivity is the key and summary indicator that reflects production efficiency and the conversion of the UkSSR economy to intensive development. Plans call for substantial expansion of the scale of practical application of highly efficient new technology in order to achieve a radical change of direction in growth rates of labor productivity in all sectors. Much is to be done to reduce the share of heavy manual labor and work time losses.

No small hopes are being placed on substantial improvement of the setting of standard allowances on all production resources, on systematic revision of outdated quotas and introduction of progressive ones that correspond to the present level of engineering, technology and the organization of production.

The document which has been drafted provides for performing such measures as expanding the combining of occupations, the attending of more than one machine tool, and increasing the efficiency of the work-team form of organization of work and remuneration. It is important in this connection that the assignment for increasing the number of work teams be linked to plans for raising the productivity of labor, since it is not the restructuring itself, but its economic benefit that is important.

One of the central places in the program is taken up by the question of the rise of education and work skills of personnel. By 1985 more than 1.9 million skilled young workers will be assigned to various sectors.

All the measures of the program "Labor" are comprehensive and systemic in nature, and closely dovetailed with the plan for economic and social development of the sectors of the economy and the republic as a whole. The assignments have been distributed among the years of the 5-year period in a breakdown by ministries, departments and oblasts and have the force of directives.

Aside from the republic program, regional and sectoral subprograms have been drafted for all oblasts, for most sectors of physical production and for certain UkSSR ministries and departments in the nonproductive sphere. Their purpose is to state in concrete terms measures related to the principal factors determining the saving on social labor, and they cover the problems and issues which are not on the list of measures at the republic level. To be specific,

due importance is not yet being paid by everyone or everywhere to reducing work time losses related to the service sphere. Such losses occur because operating schedules of enterprises by shifts are not synchronized with schedules for motor transport, late arrivals of suburban electric motor trains carrying workers are not uncommon, various institutions summon individuals during working hours, and other causes.

It is obvious that in carrying out the subprograms, especially the regional subprograms, more attention must be paid to these matters. They need to be resolved on the basis of an improved schedule and organization of operation of enterprises in trade and consumer services, municipal services and utilities, registration desks, military commissariats, a reduction of the number of certifying documents, and reduction of the performance of various civic measures during working hours.

It is still crucial for these programs to train workers on the basis of a re-fitting of educational facilities and a supply of new equipment, the transition to predominant training of manpower through vocational and technical schools, especially in professions related to application of new equipment and technology.

As for specialists with higher and secondary specialized education, much needs to be done here to improve the quality of training, to balance the supply and the need, to distribute them in production and thereafter to hold on to them. It can be assumed that this will be promoted by expanding the practice of enrolling in higher educational institutions and tekhnikums individuals who have been sent by enterprises from among young workers, who have adapted in the basic sectors and are subsequently assigned to those sectors.

An equally important issue for the regional and sectoral subprograms, an issue that is inseparably bound up with the supply of personnel to the economy, is training young people for work who have graduated from general secondary schools, tekhnikums and higher educational institutions. The solution depends on improving vocational guidance and the work indoctrination of secondary students by adopting the polytechnical approach in the teaching process, by creating teaching complexes covering many fields and by providing the relevant technical facilities in the schools, through more active recruitment of secondary students in constructive labor they are capable of, and above all in the mastery of habits related to performance of operations in satisfying the family's needs for municipal and consumer services. The situation needs to be arrived at where the graduate of secondary, secondary technical and higher education can do a minimum of things for himself in the home: make repairs on electrical appliances, perform routine plumbing operations, do the simplest repair and building operations and acquire certain skills of the electrician, the radio electrician and the chauffeur.

Further development of the network of labor and recreation camps for young people and organization of student construction crews also have their role to play. This concerns above all agriculture ministries and departments at the republic level and in the oblasts of UkSSR, which in their sectoral and regional subprograms entitled "Labor" should maintain the course toward creating

a stable physical plant for those camps and achievement of subsequent planned 100-percent inclusion in them of students of the upper grades of the general secondary schools.

In the light of the decisions of the party to the effect that "the economy must be economical," in coming years the organization of participation of elderly persons in social labor also needs to be improved. These would include extending the activity of pensioners at those enterprises where they worked before receiving the pension, their transfer to other sections where their work is lighter, reduction of the length of the work shift and changing the work schedule, increasing the number of shifts at the same work station, the short workday and the short workweek.

There is no doubt that this does not exhaust the range of tasks which need to be performed on the basis of the regional and sectoral subprograms. Great efforts are also needed at the level of ministries, oblasts and rayons to link the need for personnel to the supply of manpower resources in creating new jobs and reducing the growth rates of the work force in the nonproductive sphere. The effort needs to be stepped up to improve the management of associations, enterprises and organizations and to achieve a reduction of managerial personnel and to improve working conditions and industrial sanitation in the workplace.

Even this abbreviated list of topics shows that the program entitled "Labor" and its subprograms have touched on a broad range of problems and measures. The republic coordinating council and corresponding councils and commissions in oblasts, ministries and departments have been created in order to monitor their fulfillment.

An analysis of progress in carrying out the program over the first 1.5 years shows that on the whole most of the measures outlined are being performed. The actual population growth, including the population of working age, coincides in 1981 with the calculations of the program entitled "Labor." The number of workers and employees in the sectors of the republic's economy increased by 200,000, which also corresponds to the calculations of the program and confirms the limits on workers and employees distributed among oblasts. Workers have been found to staff the most important enterprises newly put into operation. In all, 1.8 million skilled workers and kolkhoz members were trained, which exceeds the assigned target.

Assignments have also been fulfilled for bringing retired people into social production, enrolling students of general public schools in labor and recreation camps during summer vacation, and recruiting university student crews to do construction projects.

In all, 163,000 graduates of general secondary schools have been assigned to enterprises, construction sites, kolkhozes and sovkhozes. Many of them are working in a specialty acquired during their period of study.

Great importance has been attributed to prompt filling of production job vacancies by reassigning personnel from one enterprise to another and through

responsive assignment to work of people who have quit their previous job for one reason or another.

In 1981 employment security, for example, reassigned more than 720,000 people. Thanks to the shorter period for registration of individuals being hired to work, more than 3 million man-days were saved. This fully corresponds to the letter and spirit of the principles adopted in the program.

Much attention has been paid in work collectives to performing the assignments of the program related to the conservation of live labor. Work time losses have been reduced substantially, and the turnover of workers has dropped.

At the same time not all the assignments envisaged by the program are being successfully performed. In a number of oblasts, ministries and departments the work-team form of organization and work incentives with remuneration based on the end results is being introduced slowly. This applies above all to the enterprises and organizations of UkSSR Ministry of Timber and Wood Processing Industry, UkSSR Main Administration of the Petroleum Refining and Petrochemical Industry, UkSSR Ministry of Construction of Heavy Industries Enterprises, and Transcarpathian, Sumy, Ivano-Frankovsk, and Cherkassy Oblasts.

Nor did certain ministries entirely fulfill assignments for the saving of labor by introducing measures of scientific management and converting workers from manual to mechanized labor. There were cases when an above-plan work force was retained at enterprises and organizations.

All these and certain other factors are holding down the level of utilization of labor resources.

A large organizational effort has been organized in order to carry out the assignments set forth in the program in the coming years of the 5-year period and to correct the discrepancies that have occurred at all levels of administration of the republic's economy. To correct the shortcomings in use of manpower agencies for labor, with the help of other organizations, have already checked 12,000 enterprises and construction sites. The results in fulfillment of the regional and sectoral programs in the period so far have been taken up in sessions of ispolkoms and collegiums, in seminars and in republic conferences.

Many problems raised in the program unquestionably need theoretical and practical generalization. They need to be solved in the actual course of the practical effort. There are places for setting up coordinating councils and commissions at various levels. The main thing is for them to undertake practical steps aimed at improving the reproduction of labor resources, to reduce the number of workers employed at manual labor, to create industrial robots and to use them to raise labor productivity, to reduce the labor intensiveness of the production of agricultural products, to guarantee the supply of personnel to the economy, and also to take measures to expand incentives and nonfinancial satisfaction with the character of labor.

Life convincingly confirms the correctness of the target program as an approach to administering the economy. The program entitled "Labor," like the other republic programs, is a vivid manifestation of this approach. There is no question that its fulfillment will provide a strong impetus on the way to achieving high efficiency of social production.

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CSO: 1828/208

LABOR

SOCIOLOGICAL FACTORS IN LABOR MANAGEMENT EXAMINED

Moscow MATERIAL'NO-TEKHNICHESKOYE SNABZHENIYE in Russian No 7, Jul 82 pp 56-61

[Article by A. Zvorykin, department chief of the Sociological Research Institute of the USSR Academy of Sciences and RSFSR Distinguished Figure in Science and Technology, and A. Krivtsov, sector chief of the Scientific Research Institute of the Economics and Organization of Material and Technical Supply: "The Social Problems of Labor and Sociological Research"; passages rendered in all capital letters printed in boldface in source]

[Text] The comprehensive improvement of material and technical supply, which is being done in conformity with the decisions of the 26th CPSU Congress, is now giving rise to an urgent need to determine in good time the interaction between economic and social patterns of development in our sector. In the current 5-year period much attention is being paid to recording and using social factors in development of production and in solving the problem of effective and optimum utilization of labor resources.

We will examine a number of urgent social problems of labor which must in our view be the subject of systematic research in the sector on behalf of comprehensive analysis and the drafting of scientifically sound recommendations to solve them.

Stability of the Labor Force and Personnel Turnover

The 26th CPSU Congress emphasized the urgent need to reduce personnel turnover in the economy and to create stable work collectives. The unjustifiably high turnover of personnel is having an adverse effect on the efficiency of social production. The damage it does to the economy is estimated at several billion rubles annually. At the same time the turnover of personnel is indicative of inadequate satisfaction of certain requirements of the workers concerning their jobs, that is, those demands which occupy one of the most important places in the system of needs of the members of a socialist society.

Solving the problem of reducing personnel turnover and creating stable work collectives has particular urgency for the sector of material and technical supply, in which the share of expenditures of live labor in total costs is higher than in many other sectors of the economy. In discussing this acute social problem of the sector, it is advisable to dwell on the importance of

the individual approach to studying the causes of personnel turnover. The reason is that certain managers feel that there is no reason to study and analyze the causes of personnel turnover in various organizations, since the latter are supposedly well known to "everyone." A fundamental error is in our view committed here. Advocates of this opinion forget that even the causes of personnel turnover which many are aware of, as they are refracted in each specific workplace (organization, enterprise) and in every particular socioeconomic, production, regional or other situation, become INDIVIDUALS, and precisely for that reason they have to be resolved on an individual basis, relative to the specific organizations and to all the aspects noted above. The problem of reducing personnel turnover and of creating stable work collectives is a very complicated one and embraces many spheres of activity in the life of collectives. It can be solved only by performing an entire set of organizational, ideological, social welfare, economic, technical and administrative measures.

Work to stabilize work collectives in the system of material and technical supply must be put on a scientific basis. That requires that a comprehensive target program for reduction of personnel turnover be drafted in all organizations and enterprises of USSR Gosstab. This program must make provision for carrying out the following efforts: conduct of a comprehensive targeted survey of the causes of personnel turnover in the organization (once every 4 or 5 years); a targeted analysis of the key causes of personnel turnover discovered; organization of a system of ongoing recordkeeping of the causes of personnel turnover; drafting of measures aimed at correcting the causes of turnover which have been discovered and thoroughly substantiated; close followup on their performance; analysis of the impact of performance of the measures to correct the specific causes of personnel turnover (at the end of a specified period of time) on the stability of work collectives as a whole.

The "Recommendations as to Methods of Studying Causes of Personnel Turnover in Organizations and Enterprises of Material and Technical Supply," drafted by NIIMS [Scientific Research Institute for the Economics and Organization of Material and Technical Supply] and approved in many organizations of our system, might be the basis for carrying out many of the efforts enumerated.

Job Satisfaction

A number of sociological studies have been conducted in recent years, some of them in organizations and enterprises in the system of material and technical supply (in connection with the drafting of plans for social development and for investigation of the causes of personnel turnover), whose results have great practical and theoretical importance. The data of the research showed that a man who has an intrinsic interest in his work achieves higher results. This interest constantly motivates the worker to improve his skills and stimulates his overall development.

Job satisfaction, its factors and motives, and its determinants have been studied in connection with personnel turnover, a social problem that is such an urgent one for the sector. But even though personnel turnover actually has the most intimate relevance to the problem of job satisfaction, we should note

that study of the latter must take on independent importance in the sector in relation both to the workers and also to engineering and technical personnel and employees, since job satisfaction has a direct impact on the work performance and public activity of all social categories of working people.

This study must be organized in order to clarify the causes of job dissatisfaction of various categories of workers as a function of the character and content of their work.

It is recommended that the effort to improve job satisfaction pursue the following main lines: mechanization and automation of laborious manual processes; elimination of monotony from work and expansion of the practice of combining occupations, improving the meaningfulness and attractiveness of operations; improvement of the sanitary hygiene and esthetics of the workplace; and proper selection and assignment of personnel using the methods of occupational selection and vocational guidance.

A constant effort also needs to be made to improve the organization of work, including the layout, equipment and support of work stations and production as a whole so as to take into account the requirements of scientific management. All of this is especially important because research conducted in a number of organizations of agencies of USSR Gosnab indicates that the level of job satisfaction is low.

Intensifying the Social Activity of the Workers

Sociological research in organizations and enterprises of USSR Gosnab has shown that the level of ideological orientation and sociopolitical work is closely related to job satisfaction and personnel turnover. For instance, in organizations with high potential turnover (Beltara--35.2 percent, Bellesbumsnabsbyt--32.1 percent) the movement for the communist attitude toward work embraces a smaller share of the work force (55.2 and 44.2 percent, respectively). Conversely, in organizations with a high number of participants in the movement for the communist attitude toward work (Moselektrosnabsbyt--91.2 percent, Khabarovsklesbumsnabsbyt--98.2 percent) the level of potential turnover is substantially lower (22.3 and 13 percent, respectively).

A sociological survey has identified a certain correlation between potential turnover and satisfaction with the way socialist competition is organized--those who want to change jobs are less satisfied with the way socialist competition is organized than the group of respondents in general. For instance, the highest potential turnover was in Beltara--35.2 percent, and there also there were fewer workers satisfied with the way socialist competition was organized--41.3 percent. In the Andizhan Main Regional Administration of Gosnab in Uzbek SSR the lowest percentage of potential turnover (9 percent) was found where the satisfaction with the organization of socialist competition was higher (88.9 percent).

Socialist competition is a tried and true method of mobilizing the physical and nonmaterial abilities of both individuals and also work collectives. It embraces the entire work force, and its organization has a direct relevance to

strengthening work and productive discipline, to solidifying the collective, to enhancing the work, creative and social activity of the workers, and to reduction of personnel turnover. Taking into account certain results of the studies which have been made, we consider it necessary to organize a specific survey in the sector concerning the problems of improving the social activity of the sector's labor force--socialist competition in particular.

The Social-Psychological Climate of the Collective

The problem of creating a favorable social-psychological climate occupies no small place among the urgent social problems in the activity of collectives in the system of material and technical supply. This is a large and complex problem. It includes creation of conditions conducive to increasing job satisfaction of the members of the collective, to instilling a feeling of pride in one's collective, to comprehensive development of the personality, to fuller satisfaction of the individual's social needs, to improvement of relations with work fellows, to development of new socialist traditions, and a number of other factors.

Study of the social-psychological climate in the collective has become more important because of a number of social-psychological tendencies of the scientific-technical revolution. These tendencies include the following: intensification of mental activity; development of man's nonmaterial potential, and the growth of his social needs. The general trends of contemporary society are refracted through the prism of specific conditions in each specific collective. That is why the problem arises of studying the social-psychological climate of every individual collective and of finding ways and factors for optimizing it.

As shown by the results of sociological research conducted by NIIMS, worker dissatisfaction with social-psychological relations in the collective is one of the reasons why people want to change jobs. The level of satisfaction with the collective is closely bound up with general satisfaction with various aspects of work activity. That is why improvement of the social-psychological climate is an important factor in increasing satisfaction with one's job and his position in the collective and an important factor for reducing personnel turnover in organizations.

Many organizations and enterprises of regional agencies in the system of USSR Gosstab have included measures to improve the social-psychological climate in their plans for social development in the 11th Five-Year Plan. These measures include a systematic analysis of relations in collectives, a study of the character of personal and operational relationships among the members of the collective in order to prevent conflicts, collective discussion of the most acute conflicts and measures to resolve them, lectures and discussions concerning social-psychological issues, the organization of the rest and leisure of the workers, continuation of socialist traditions that exist and creation of new ones (work anniversaries devoted to the working class, birthdays, and so on). One specific thing that has undergone extensive development in the sector is the tutor system, whose purpose is to inculcate in young people the communist attitude toward work and to create conditions for adaptation of

young staff members in the collective. In enterprises and organizations interesting measures are being taken which fill out the leisure time of the workers. These and other measures tend to improve the social-psychological climate.

In our opinion a specific method needs to be developed for diagnosing the social-psychological climate in work collectives of organizations in the system of material and technical supply so that an interdisciplinary study can be made of this problem and for the sake of a qualitative and quantitative substantiation of the factors determining it in each specific organization of material and technical supply; that method must become an integral part of the Recommendations on Methods for Drafting Plans for Social Development of Work Collectives in the System of USSR Gosplan.

Adaptation of Young Workers

The problem of adaptation of young workers has great importance in guaranteeing the stability of the work collective. The results of sociological research conducted by NIIMS have shown that young people are subject to the process of turnover to the highest degree, and the level of their job satisfaction is considerably higher than that of other age groups. Turnover among young people is brought about by shortcomings in the work of indoctrination and adaptation of young people in the collective.

An effective means of speeding up the process of adaptation is the tutor system, which is carried on by experienced workers of long standing and production achievers. The content of relations in the tutor system consists of the following: first, ensuring that the young worker fits into the production collective as fast as possible and becomes part of the life of the collective; second, helping the young worker in an intelligent and consistent way to master his specialty and work procedures; third, inculcating the communist attitude toward his work, developing a sense of responsibility, of discipline and of social activity; fourth, harmonious development of the young worker's personality and raising the political and general educational level and improving the knowledge of economics.

It is an indispensable condition for holding on to young people to draft and realistically fulfill plans for promotion of engineering and technical personnel and for the improvement of qualification of workers drawn up for each new young worker. Fulfillment of these plans must be constantly checked by party, Komsomol and trade union organizations.

The problems of adaptation of young people are closely bound up with the organization of cultural events in the enterprise and the opportunity to spend nonworking time in an interesting and meaningful way. The results of a survey have shown that not enough attention is being paid to this line of effort in the sector's organizations.

Optimum Combination of Financial and Nonfinancial Work Incentives

The problem of optimum combination of financial and nonfinancial work incentives should be classified among the urgent social problems in the sector. The results of research have shown that dissatisfaction with wages is still one of the basic motives in personnel turnover (but not the main one). Solving this problem is closely bound up with assessing the worker's attributes as a worker and as an individual. Personnel should be regularly evaluated at all enterprises and organizations of the sector so that this assessment can be made; this gives workers greater interest in what they are paid for their work. NIIMS has drafted recommendations on methods and criteria of assessing the operational attributes of engineering and technical personnel and specialists in the sector; these recommendations can be used in making such an assessment in connection with evaluation of personnel.

The problems of improving the forms and methods of financial incentives should include both improved use of the wage fund and also further improvement of the awarding of bonuses to workers for attainment of certain qualitative and quantitative work indicators.

Along with financial incentives, serious attention should also be paid to nonfinancial incentives. It is advisable that nonfinancial incentives be administered with the help of a unified system of social encouragement familiar to all the workers: for example, publication of gratitude, awarding the title "Best Economist," "Best Merchandise Specialist," "Veteran of Labor," "USSR Gossnab Achiever," accompanying the awarding of honorific titles with the presentation of certificates and badges and the entry of names on the Honor Roll. Extensive practice should be made of awarding bonuses to the best workers in the form of valuable gifts and reduced-rate tourist trips. Every incentive should be administered publicly, with official ceremonies, as a celebration. The system of nonfinancial incentives should embrace both established workers and production frontrankers as well as young workers who have achieved high indicators in their work and are taking an active part in civic life.

One of the urgent problems of the economy and of industrial sociology is to study the influence of social conditions which enhance the impact in the sphere of work activity of a number of factors that have a favorable influence both on the work process itself and also on its results. This problem is clearly manifested in the various forms of organization and remuneration of work. It has particularly great importance at the present time during the transition from individual piecework to various forms of collective work-team labor, which are typical now of many sectors, material and technical supply in particular. The preliminary studies of sociologists conducted in this connection have shown greater solidarity of work teams, the formation of additional group interests, greater job satisfaction, higher personal interest in the results of work and greater responsibility for the common cause; at the same time every member of the work team masters several occupations. This makes it possible to make effective use of work time and at the same time promotes a rise of work efficiency.

Specific sociological studies of the working conditions of the sector are at the same time needed in order to put these factors at the service of social management. This might also identify the adverse social consequences of a given form of organization and remuneration of work, consequences which need to be known in order to overcome them. Specific research is required for that purpose.

Sociological Research in the Sphere of Material and Technical Supply

In the sector of material and technical supply there are thousands of work collectives; research in the domain of the social problems of labor and management still has not been planned and organized in a purposive and coordinated way. Unfortunately, only a few main regional administrations are carrying on substantial sociological research (the Moscow City, South Ural, Leningrad, Lower Volga and certain other main regional administrations). These organizations are conducting projects in this area on their own initiative and in the absence of unified guidance concerning methods and organization. Yet their experience indicates that specific social research has great practical and theoretical importance. Given the rapid changes involved in the development of science and technology and the increased regional and occupational mobility of the population, it is very important to promptly take into account the influence of altered conditions on man. Sometimes an abrupt change that involves the shattering of a previously formed stereotype affects him adversely, makes it more difficult for him to adapt to the new conditions. There is a specific need to study those requirements which new technology imposes on man (electronic computers, say, and automatic control systems and computerized management systems as a whole). In the context of the scientific-technical revolution the character and content of many types of work are undergoing essential change. It is indispensable to study the requirements which must be met in creating the technology itself and which must take into account man's psychophysiological peculiarities. Such research will promote a rise of labor productivity, improvement of all aspects of life, and the character-building of man in a communist society.

The need to conduct specific social research is dictated by the complexity of the processes of the life of society. Engels wrote in his time: "... in the history of society the active figures have been men gifted with consciousness, whose behavior was well-thought-out, or who passionately inspired to particular goals ... most of the goals men set themselves enter into mutual conflict and contradiction or prove to be unattainable partly because of their very nature and partly through the lack of means of attaining them."* Human behavior is the behavior of people guided by their own desires, by their will, and it is important to study it not only as a result, but also as a specific process.

In order to determine the place of specific social research in the system of the social sciences it is important to understand its specific nature not only within the framework of historical materialism, but also in comparison to the other social sciences. Social research, as already indicated, can concern any sphere of human activity--production, home life, political and civic activity,

* Marx, K., and Engels, F., "Sochineniya" [Works], Vol 21, p 306.

science, culture, art. But the approach to phenomena specific to social research differs from the approach of the other social sciences.

In order to clarify this we will examine the differences between specific social research and specific economic research. Whereas empirical economics studies above all the production process and finds the optimum conditions for it to take place, social research is concentrated above all on man, the human group, their position in society, social behavior, and so on. This, of course, does not mean that the science of economics is not concerned with man. But in economic study the individual is examined in an inseparable relation to the other elements of production, the means of labor and the subjects of labor. It is the task of economics to find the most effective combinations of production and human activity.

Take, for example, the economic and social study of work teams of communist labor. The economist is interested above all in their production experience: the organization, procedures, work methods, and production processes. The sociologist is interested in the organization of the production collective, the internal relationships among the members of the team, their cultural and technical level, their behavior in production, and so on. It is significant that the "secret" of successes of work teams of communist labor lies, as shown by sociological research, not only in good organization of the production process, but also in raising the cultural and technical level of their members, in the attention paid to the social aspects of the life of work teams (inculcating a sense of collectivism, comradeship and mutual aid), and so on.

Urgent social problems and factors determining them are studied on the basis of a set of sociological methods. The main thing in orienting sociological research toward a particular subject is identifying the qualitative and quantitative characteristics and prospects for change of factors that have a decisive impact on a social process. The most important of these factors are the following: the power-worker ratio and machine-worker ratio; the level of full mechanization and automation; the relative share of manual and unskilled operation; differentiation of the workers with respect to skills, differentiation of engineering personnel and employees as a function of the relative share of creative functions in their work; the skill and educational level of workers; the proportion of them involved in training; participation of workers in management, in technical and artistic creativity, description of various aspects of work discipline; the organization and effectiveness of competition; level and forms of manifestation of the communist attitude toward work; attitudes in work collectives toward public property; the composition of needs; the status of the service sphere and a number of others.

Subjective factors do not come last among the factors studied and analyzed; they show how the environment, material and social conditions, relationships in the collective, including relationships between subordinates and managers, is refracted in people's consciousness and the way in which the conditions of work life and sociopolitical life are perceived, and so on.

As V. G. Afanas'yev has rightly stated, "sociological research helps not only to work out and make managerial decisions, but also to understand the

mechanism of their impact on people, the way they are perceived by various categories of workers, to trace how these decisions are transformed in people's ideas and actions, how they affect the course of social events and relations among collectives, social groups and individuals. The performance of this task is unthinkable without setting up social-psychological research, whose goal is to study the psychology of the perception and realization of managerial decisions."*

Research into the social aspects of work and management, as discussed above, and other research of a similar nature afford the possibility of obtaining information important to improvement of the organization of work and of production. These efforts, based on sociological research, in particular on personal surveys, make it possible to identify a number of important social-psychological factors in work, for example, the dependence between job satisfaction and the level of a man's stability in the organization, between the attitude toward work and sex, education, age, occupation, and so on. But this purely statistical approach to the interdependence of the various factors influencing people's actions does not reveal all the peculiarities of man's social behavior. If one is to understand it more thoroughly, he must study the essential patterns in formation of the individual's behavior in the organization.

Performance of the tremendous range of interrelated efforts to effectively use the available labor resources, and in particular to create stable, highly efficient and well-coordinated work collectives, is possible only on the basis of a comprehensive consideration of social and socioeconomic factors in management of work collectives at all levels of the sector's management; a well-organized **SECTORAL SOCIOLOGICAL SERVICE** is indispensable to study them and to pose the problem of social management in all its completeness.

Favorable trends are taking shape in the sector of material and technical supply. Development of efforts toward social planning, their importance and contribution to improvement of supply have made it necessary to create in the central apparatus of USSR Gosplan the subdivision referred to in the Administration of Labor and Wages, one of whose functions is to coordinate research in the sector on urgent social problems of labor and management.

We consider it indispensable to raise once again the question of the importance of creating sociological services in the structure of regional agencies of USSR Gosplan or corresponding subdivisions at all major industrial enterprises. This issue has been raised repeatedly, but up to now, unfortunately, it has not been resolved.

We would like to note that the efforts of sociologists yield more results when they can rely in their activity on understanding and support from the managers of regional and other supply organizations. We are convinced that managers should first of all master the elements of sociology. It is extremely urgent, then, for the All-Union Institute for Improvement of Qualifications of USSR

* Afanas'yev, V. G., "Sotsial'naya informatsiya i upravleniye obshchestvom" [Social Information and Management of Society], Moscow, Politizdat, 1975, p 88.

Gossnab to organize a special course entitled "The Sociology of Organization" for the management personnel of supply agencies and to substantially increase the number of specialists being trained in the course "Socioeconomic Planning in Material and Technical Supply." The latter are extremely necessary to our organizations for competent drafting of both 5-year and also annual comprehensive plans for economic and social development of organizations in the system of USSR Gossnab.

The urgency of the national economic tasks performed by the sector is obvious. And it should not be forgotten that these tasks are performed by men--by the personnel of the sector, whose specific nature urgently demands that serious scientific research be organized in order to furnish economic managers at all levels of administration scientific and practical recommendations concerning the problems of social management.

We should note in conclusion that the study of applied social problems of labor and management will make it possible to improve material and technical supply in a more comprehensive way and at the same time to solve the large social problems facing the sector both in the current 5-year period and in the future as well.

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CSO: 1828/204

LABOR

JURISTS POINT OUT NEED TO REVISE LABOR REGULATIONS

Moscow KHOZYAYSTVO I PRAVO in Russian No 9, Sep 82 pp 62-66

[Article by V. Nikitinskiy, doctor of juridical sciences, professor, and O. Abramova, candidate of juridical sciences: "New Model Rules of Internal Labor Regulation Are Needed"]

[Text] Socialist discipline of labor is a necessary condition for the successful organization of the work process. The decree of the CPSU Central Committee and the USSR Council of Ministers and the AUCCTU, dated 13 December 1979, "On the Further Strengthening of Labor Discipline and the Reduction of Personnel Turnover in the National Economy"¹ emphasizes "the strengthening of labor discipline, the improvement of organization in production, are an indispensable condition for the successful fulfillment of the plans of economic and social development and the further growth of the material well-being of the Soviet people."

The basis of labor discipline in enterprises, institutions and organizations is constituted by the internal labor regulation, the requirements of which acquire mandatory force by means of their consolidation in norms of law. The legal regulation of the internal labor order is objectively necessary since without exact determination of duties and responsibility of all workers the scientific organization of work is impossible. The rules of internal labor regulation in enterprises, institutions and organizations are established by the administration by agreement with the trade union committee. They are worked out on the basis of the Model Rules of Internal Labor Regulation for Workers and Employees of Enterprises, Institutions and Organizations, approved by the State Committee for Labor and Social Problems by agreement with AUCCTU on 29 September 1972,² which were to have promoted the creation of a qualitative normative basis of labor discipline. But in order to answer their purpose fully, they had to correspond to the specific regularities of law: To be non-contradictory, internally consistent, sufficiently complete, etc.

Meanwhile the analysis of the Model Rules currently in effect shows that they have become obsolete and no longer meet the requirements of the present day and existing legislation.

What are the reasons for this? It is not difficult to note that in paragraph 1 of the Model Rules a reference is made to Article 130 of the USSR Constitution of 1936, but now the USSR Constitution of 1977 is in effect.

Point 9 grants workers and employees the right to cancel a labor agreement after having given the administration notice two weeks ahead of time. Meanwhile according to Article 16 of the Fundamentals of Legislation of the Union of Soviet Socialist Republics and the Union Republics on Labor³ in the wording of the Decree of the Presidium of the USSR Supreme Soviet of 7 January 1980⁴ such notice must be given a month ahead of time.

In conformity with paragraph 13 of the Model Rules, the shift system schedules are brought to the attention of the workers and employees, as a rule, no later than two weeks prior to their becoming effective although at the present time this time span has been expanded to one month.⁵

Points 1 and 24 must be brought into line with Article 52 of the Fundamentals of Legislation on Labor, in which it is stated that measures of disciplinary or public influence are applied to "individual" unconscientious workers only "in necessary cases."

The terminology of the Model Rules, which has replaced the designation of "factory, plant and local committee of the trade union" with the designation of "trade union committee of the enterprise, institution and organization", must be brought to conform with the Decree of the Presidium of the USSR Supreme Soviet of May 5, 1982.⁶

The Incompleteness of the Regulation of Labor Order

An analysis of the practice of the application of Model Rules now in force shows that they contain important gaps. Thus, paragraph 4 provides for methods of securing labor discipline, which are consolidated in Article 52 of the Fundamentals of Legislation on Labor, viz., persuasion, incentive and coercion. However, the contents of this article does not reflect fully the contemporary situation in the sphere under review: The methods indicated in it are destined only for influence on the individual. Without detracting from their role, we must at the same time keep in mind the existence of the close interdependence between the state of labor discipline and the most diverse factors of the external environment (the organization and conditions of labor, the regime of legality at the enterprise, the psychological climate in the collective, the housing and everyday-living conditions of the workers, the regime of the work of the enterprises connected with service to the workers, etc.). Their unfavorable impact on labor discipline to a certain extent can be eliminated or neutralized through labor legislation. This circumstance was taken into account in the already-mentioned decree of the CPSU Central Committee, the USSR Council of Ministers and the AUCCTU of 13 December 1979, which pointed out the necessity of the further strengthening of labor discipline on the basis of an integrated systems approach requiring to influence not only the personality of the worker, but also the various factors determining the level of labor discipline. For this reason it would be expedient to link the methods of securing labor discipline set forth in Article 52 of the Fundamentals. . . with the im-

provement of the organization of production, the conditions of work and everyday living of the workers and employees. The new wording of Article 52 of the Fundamentals. . . should be fully reproduced in the Model Rules.

The basic duties of the workers, employees and the administration envisaged by the Model Rules, which constitute the content of internal labor regulation, are oriented basically on the workers of industrial enterprises. This creates difficulties in the development of sectorial and local rules of internal labor regulation for workers and employees of institutions.

The local rules of internal labor regulation of a number of enterprises contain a broader enumeration of the basic duties of the workers than the Model Rules. For example, the enumeration of the duties of the administration includes in addition the obligations which guarantee the development of the simultaneous operation of several machines and the combination of professions, the requisite organization of a system of quality control, the organization of labor training for young workers, and the improvement of the forms of socialist competition. It would be useful to stipulate many of them in the Model Rules.

In practice questions frequently arise for which the Model Rules now in effect do not provide answers. They do not indicate that individuals discharged from the Armed Forces of the USSR are obligated to present their military card when they begin work, and minors aged 15 to 16--a birth certificate; that at enterprises where wages are computed with the aid of electronic computers workers and employees be given pay-leaflets [raschetnyye listki] instead of pay-books. In our view it is necessary to fill these gaps.

In order to secure completeness of the legal regulation of labor order in enterprises, institutions and organizations, the Model Rules should be supplemented with the norms of existing legislation which are conducive to the strengthening of labor discipline. It must be mentioned that the administration does not have the right to demand other documents than those indicated in the legislation (see Article 19 of the RSFSR KZoT [Labor Code] when accepting a worker for work. It is also important to supplement the Model Rules with a norm prohibiting the involvement of a worker in work in the course of two successive shifts. It is expedient, moreover, to establish the responsibility of the administration to formalize the production of overtime work by a written order (instruction), as envisaged in the codes of labor laws of some union republics (Article 56 of the Labor Code of the ESSR, Article 58 of the Labor Code of the ArSSR). It would be useful as well to reinforce in the Model Rules the responsibility of the administration with respect to the organization of precise calculation of overtime work performed by every worker.

Subject to an essential supplement, in our view, is the part of the Model Rules devoted to penalties for violations of labor discipline. First of all, what is needed here is the formulation of a complete definition of the concept of disciplinary misdemeanor as unlawful and guilty of non-fulfillment (improper fulfillment) of labor obligations.

Point 24 of the Model Rules allows "the imposition of disciplinary punishment or the use of public influence" in regard to violators of labor discipline. However, in addition to disciplinary penalties there are other legal sanctions

of a material character that are being used in the case of the violation of labor discipline, in particular in the case of loafing. Some of them have been consolidated in paragraph 27 of the Model Rules: Deprivation (full or partial) of the bonus, compensation for the results of the work of the enterprise during the year, deprivation of the right to receive the percentage increase for prolonged meritorious service for a period of up to three months or the lowering of the one-time compensation for prolonged meritorious service in an amount of up to 25 percent.

Meanwhile the number of legal sanctions not having to do with disciplinary penalties is constantly growing. In particular, the decree of the CPSU Central Committee, the USSR Council of Ministers and the AUCCTU of 13 December 1979 established a new sanction for loafing--the complete or partial deprivation of leave for uninterrupted length of service.

Legislation also contains other instructions which allow the possibility of subjecting violators of labor discipline to measures of influence that are not disciplinary penalties. Thus the already-mentioned decree proposed "to strengthen the measures of disciplinary and material influence in regard to malicious violators of labor discipline:

To postpone the turn for receiving living space, to change the time for the allotment of usual holiday leave and other measures of influence."

The dispersion of sanctions throughout various normative acts lowers the level of the state of information among the workers, employees and administration concerning the possibility of unfavorable consequences of the violation of labor discipline. In this connection it is expedient to concentrate the sanctions being reviewed in the Model Rules and also to illuminate the procedure for their use.

It is desirable, for example, to stipulate that the application of various additional measures of influence to violators of discipline is possible only in cases established by labor law and within the limits of its requirements since the organs of the procuracy frequently had to protest the acts of administrative organs of various levels which had introduced illegal measures of influence: Fines, the lowering of the wage category, the reduction of the payment of official travel expenditures, the non-issuance of certificates for the purchase of commodities on credit, etc.

In precise conformity with paragraph 3 of the decree of the CPSU Central Committee, the USSR Council of Ministers and the AUCCTU of 13 December 1979, it is expedient also to establish that measures of social and disciplinary influence are applied to violators of labor discipline taking into account the decisions of workers' meetings, the councils of production brigades and the council of brigade leaders.

Moreover, it is useful in the Model Rules to consolidate the procedure for the imposition of disciplinary penalties on unreleased trade union workers (Article 99 of the Fundamentals. . .).

the part concerning penalties for the violation of labor discipline should be given a new title--"Sanctions for the Violation of Labor Discipline", which corresponds to a greater degree to its content.

Concerning the Necessity of the Scientific Substantiation of Legal Provisions

The condition of the social value of a normative act is its scientific substantiation. The use of the findings of other sciences--administration, sociology, physiology, etc.--in norm-creating activity significantly increases the usefulness of the normative act. Meanwhile a number of norms of the Model Rules do not take such findings into account.

Thus, paragraph 13, reproducing the content of part 2, page 51 of the Labor Code of the RSFSR, provides that in the case of shift work the transition from one shift to the other must, as a rule, take place every other week. Meanwhile, according to the data of many physiologists and experts on biorhythm, such a frequent "breaking" of shifts has a negative impact on the functional state of the organism since it does not provide the possibility to become adjusted to the changing rhythms. For the majority of people the adaptation to a new rhythm is completed only in two weeks; consequently, the transition from shift to shift must be carried out not every week, but in longer intervals.

If this is so, then the indicated legal norms do not meet the requirements of the present day either from the standpoint of the interests of production or from the position of the preservation of health.

The question of the possibility of the introduction of regulated breaks for production gymnastics has not found reflection in the Model Rules. Apparently for this reason such breaks are rarely established in the rules of the internal labor regulation of enterprises, institutions and organizations up to now, which constitutes an obstacle to the improvement of labor protection and the increase of its productivity. Specialists, for example, have calculated that active pursuit of physical culture increases the labor productivity of seamstresses by two percent. It has been established that after a break for physical exercise there is an increase in attention and perseverance on the job, mistakes in production processes are almost entirely eliminated, and a cheerful disposition and high work capacity are maintained to the end of the shift.⁸

In order to increase production efficiency, strengthen labor discipline and prevent diseases, the CPSU Central Committee and the USSR Council of Ministers, in a decree of 11 September 1981 "On the Further Advance of the Massive Involvement in Physical Culture and Sports",⁹ recommended to the administration, trade union, Komsomol and sports organizations to secure the introduction of production gymnastics in enterprises and institutions where the working conditions allow it. In connection with this it is necessary to formalize physical exercise breaks in the Model Rules.

The wording of Article 52 of the Fundamentals, in accordance with which disciplinary penalties are applied to violators of labor discipline only in cases of necessity, seems successful since it takes into account the findings of the science of administration, which long ago established that the preventive effectiveness of any penalty decreases inversely proportional to the frequency of its use. And the more often disciplinary and social penalties are applied, the weaker their preventive force, keeping people from committing misdemeanors.¹⁰

According to the data of many sociologists and psychologists, the method of direct coercion frequently entails the loss of interest and the departure from work, distrust, and the reduction of output. Here are their recommendations: "At the first signs of unsatisfactory work, invite the staff member and talk with him without outsiders. This talk must remain between the two of you. Explain to him the nature of his omissions and teach him how they must be corrected. If even after this talk no substantial changes take place, talk with him openly at his work place and in the presence of his colleagues. Never give to a negligent worker the trump card permitting him to persuade his colleagues that the demotion or dismissal came down on him like a bolt from the blue. Social psychologists emphasize that a confidential conversation with a subordinate allows the latter to vent his feelings, to express everything that bothers him, it provides a stimulus to good work and strengthens the authority of the manager."¹¹

But how does the provision of Article 52 of the Fundamentals. . . agree with the principle of the inevitability of responsibility? This principle, it goes without saying, must be observed absolutely. However, its realization cannot be reduced to the application only of disciplinary or social sanctions taking their place which have a juridical significance. Violators of labor discipline can also be subjected to informal, sociopsychological sanctions (in the form of oral remarks, suggestions, explanations, reproaches, etc.), the effectiveness of which, according to sociological research, is very great. Depending on the consciousness of the work collective, the level of authority of the master, the peculiarities of the character and temperament of the violator of discipline and many other factors which can be taken into account only in every concrete case, a discussion in the collective may be successful and a confidential talk.¹²

Thus the obligation of the administration to secure labor discipline is not reduced to the mandatory use of disciplinary or social sanctions against violators. The use of disciplinary action for insignificant misdemeanors, committed for the first time, is frequently undesirable.

It is expedient to formulate in the Model Rules a norm which provides for the possibility of the application of oral remarks, suggestions, reproaches and other informal sanctions to violators of labor discipline.

The science of administration has illuminated the close relation between the effectiveness of punishment and the style of management. A rude and disrespectful attitude towards the violator of labor discipline lowers the educational significance of even the most justified measure of disciplinary action. "Even if a person is in the wrong," L. I. Brezhnev wrote in his book "Malaya Zemlya" [The Small Earth], nobody has the right to insult him by shouting. I am profoundly repulsed by the habit--though not widespread, but nevertheless preserved by some people--of raising one's voice at people. . . The self-respect of people must not be wounded in any way, their dignity must not be belittled."¹³

In some statutes on discipline¹⁴ a rule has been formulated which obligates executives in the imposition of disciplinary penalties "not to infringe upon the personal dignity of the workers subordinated to them and not to allow rudeness in their attitude toward them". In our view it would be useful to include this norm in the Model Rules.

The norm set forth in paragraph 31 of the Model Rules is of an imperative character--a norm which obligates the administration in all cases to bring the instruction concerning the imposition of disciplinary punishment to the attention of the workers of the given enterprise. This provision, however, does not agree with the conclusions of specialists on the psychological problems of administration, which established that "publicity in the case of penalties is not always necessary."¹⁵

Apparently for this reason some statutes on discipline provide¹⁶ that instructions concerning the imposition of disciplinary penalties are brought to the attention of the entire collective only "in necessary cases." It is desirable to introduce such a supplement into the appropriate point of the Model Rules.

The task of the perfection of the Model Rules is conditioned also by the preparation of the normative material for the Code of Laws of the USSR being undertaken at the present time. As a general, basic act on labor discipline, they must enter into the Code of Laws of the USSR now being formulated. But since the Model Rules are ratified by the State Committee for Labor and Social Problems and not by the USSR Government, they are not subject to inclusion in the Code, while acts of an industrial character (statutes on discipline ratified by the USSR Council of Ministers) are included in it.

Thus, not taking into account the latest changes in legislation and the achievements of other sciences, the Model Rules now in effect can already no longer serve as an effective instrument for the administration of labor discipline. It would be expedient, therefore, to prepare new Model Rules of internal labor regulation with ultimate ratification of them by the USSR Council of Minister.

NOTES

1. SP [Sobraniye postanovleniy] SSSR, 1980, No 3, p 17.
2. BYULLETEN" GOSKOMTRUDA, 1972, No 12. Hereafter: Model Rules.
3. Hereafter: Fundamentals of Legislation on Labor or Fundamentals. . .
4. SP SSSR, 1980, No. 3, p. 19.
5. See Decree of the Presidium of the RSFSR Supreme Soviet of 12 August 1980, VESTNIK VERKHOVNOGO SOVETA RSFSR, 1980, No 34, p 1063.
6. VEDOMOSTI VERKHOVNOGO SOVETA SSSR, 1982, No 19, p 318.

7. See A. A. A. Veyn, "Bodrstvovaniye i son" [Keeping Awake and Sleep], Moscow, 1970, pp 94, 113; N. A. Brodyagin, G. I. Cherdakov, "Sutochnaya periodika fiziologicheskikh funktsiy v otsenke grafikov smennosti gornorabochikh" [The Daily Phase of Physiological Functions in the Assessment of the Schedules of the Shift System of Mine Workers], in the collection "Tsirkadnyye ritmy cheloveka i zhivotnykh" [The Circadian Rhythms of Man and Animals], Frunze, 1975, p 71; V. A. Matyukhin, D. V. Demin, A. V. Yevtsikhevich, "Bioritmologiya peremeshcheniy cheloveka" [The Biorhythmology of the Movements of Man], Novosibirsk, 1976, p 40; "Lyudi, prostranstvo i vremya" [People, Space and Time], Moscow, 1976, pp 26, 55; S. O. Ruttenburg, A. D. Slonim, "Tsirkadnyy ritm fiziologicheskikh protsessov i trudovaya deyatel'nost' cheloveka" [The Circadian Rhythm of Physiological Processes and the Work Activity of Man], Frunze, 1976.
8. See TRUD, 1980, 9 September.
9. SP SSSR, 1981, No 26, p 152.
10. See N. I. Kurochkin, N. A. Maksimov, "Rukovoditel' i kollektiv" [The Manager and the Collective], Moscow, 1979, p 102.
11. See "Kurs dlya vysshego upravlencheskogo personala. Sokr. per. s angl." [Course for Higher Executive Personnel. Abbreviated translation from the English], edited by V. I. Tereshchenko, Moscow, 1970, pp 771-794.
12. See Ye. Ye. Bendrov, "Psikhologicheskiye problemy upravleniya" [Psychological Problems of Administration], Moscow, 1969, p 70.
13. L. I. Brezhnev, "Malaya zemlya" [Small Earth], Moscow, 1978, p 26.
14. See, for example, paragraph 29 of the Statute on Discipline for Workers in Civil Aviation, in SP SSSR, 1975, No 13, p 77.
15. See Ye. Ye. Bendrov, op. cit., p 107.
16. See paragraph 33 of the Statute on Discipline for Workers in Railway Transportation of the USSR, in SP SSSR, 1964, No 13, p 91.

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CSO: 1828/28

LABOR

YOUNG WORKERS DISDAIN CAREERS IN SERVICE SECTOR

Minsk SOVETSKAYA BELORUSSIYA in Russian 12 Sep 82 p 2

[Article by V. Ignat'yev, Mogilev: "Seller and Buyer: The Culture of Relations. How to Tear Down the Barrier?"]

[Text] One day I went to one of the town's restaurants and, regardless of the fact that the dining-room was almost empty and the waitresses were languishing in idleness, I waited for forty minutes for them to bring me my order--ordinary "fried eggs".

"The kitchen does not have time," the waitress said resentfully when I and three others sitting at the table demanded an explanation.

We had to ask for the complaint book. The manager came at once and began to settle the conflict. He pointed out the youth and inexperience of the waitress and noted that an entry in the book will seriously affect the reputation of the young woman, he convinced [us] that the stigma will lie on the entire collective.

The manager earnestly and passionately implored us to settle for an oral reprimand. But we nevertheless wrote a complaint. We wrote it because the contrast was so striking between the pleading tone of the manager and the absolutely indifferent attitude of the waitress to what had happened. We had the feeling that all of this did not disturb her very much.

Then I became interested in what measures were taken concerning the complaint. On our lines, which expressed indignation, the resolution was diagonally superimposed: "Warned".

Impunity frequently gives rise to irresponsibility and a devil-may-care attitude towards one's duties, to rudeness and indifference, to all that which we are used to call in a delicate manner "low standard of service".

However, impunity is only one aspect of the problem. Its essence is much more profound. "All right, I will give her a dressing-down. . . I will deprive her of her increment [progressivka]. But she will take it and leave. And then who will work? Who will come to us?"--says the very same manager of the restaurant.

"There are few who want to work as salesmen! For love or money you can't get people to become metal workers or plumbers! There is a shortage of mailmen!" --store directors and heads of housing offices and branch communications offices told me, as if echoing him. A reasonable statement.

Young workers--this basic reserve for replenishing cadres--frequently do not like to go into the service sector.

What is the reason? In my view it is concealed, in particular, in the existence of some kind of "psychological barrier", in a preconceived attitude toward professions of the non-productive sphere, in the fact that many young men and young women regard it as shameful for themselves to work here. For this reason it is no coincidence that these professions and those of the workers in trade, public catering, municipal services and others that are similar occupy "one of the last places on the prestige ladder".

"Work as a waitress?" a school girl exclaims disdainfully. "Is that what I studied for for ten years?!"

"Into the housing administration as a plumber?" [asks], sincerely dumbfounded, the lad who has just returned from the army. "They'll take me at any factory. Or I'll go to work in a sovkhos as a tractor driver. Space, scope. And you are proposing that I repair faucets in the kitchen."

And now matter how much you try to convince him that the modern apartment house is a complex engineering installation, equipped with mechanism and automatic devices, no matter how much you talk to a girl graduating from school about the fact that a waitress is expected to have precisely those qualities that are typical of an educated and cultured person since a great deal depends on her politeness, tact, and attention, that this work is really nice--nevertheless you frequently hear the reply: "Serve? No really, we are looking for a specialty that is more interesting."

There is nothing unusual about the fact that young people dream about professions which are romantic and difficult. A romantic view of things has always been the privilege of the young, the overcoming of difficulties--their destiny.

But, by the way, quite small children play "cosmonauts" and "store" with the same enthusiasm. Weighing "products" and paying pebbles into a "cash register", they do not worry in the least about whether their work is nice or holds little attraction. They simply transfer to their games what they see in life. They see it like it is.

The watershed between professions, the elevation of the prestige of some and the degradation of others takes place later, in school, in the institute. Listening to the older ones, getting acquainted with literary heroes, studying history, visiting a plant on an excursion, a construction site or a sovkhos, the pupil develops an idea of a certain profession and becomes conscious of its social necessity.

Who among teachers does not know how deeply school children are affected by a visit to an enterprise where the transformation of odd pieces of metal into parts, sets and machines takes place before their eyes. Who does not remember how much meditation is engendered by a talk with a production veteran, whose chest is decorated with orders and medals. But can many educators boast to have taken their charges on an excursion to the House of Everyday Life, a dining-room or a restaurant? Yes, to the dining-room and the restaurant, where, as is well known, the most joyful events and the happiest dates are observed, where people simply have lunch and dinner, and do not "lead a fast life", as some think.

Can many of the school directors say that they have invited, let us say, a fitter and sanitary engineer from ZHES [not further identified], who for many years worked faultlessly and who in an interesting and captivating way told about the work of the masters of housing and municipal affairs.

We believe that it is precisely the school which has educated the pupil over the course of many years, that it is precisely the teacher who has led the child, adolescent and youth from step to step, who know his capabilities better than anyone else. And for this reason they can most correctly suggest work within their powers and most authoritatively guard against a mistake that will avenge itself throughout life.

The school must take on the destruction of the "psychological barrier" since it first of all influences the moral climate among the youth, the formation and consolidation of the human character.

In the creation of such a climate, it goes without saying, parents, comrades and society take part as well. But with our hand upon our heart let us say: Are there really but few parents whose "work" in the creation of prestige in the professions of the service sector is reduced to the phrase: "If you do a poor job of studying, you'll go and become a salesman?"

In the new five-year-plan the volume of everyday services will increase significantly. There is also going to be a sharp increase in the demand for cadres. For this reason it was no coincidence that the Komsomol at its congress turned to young men and women with the call to seek work in the service sphere. There is no doubt that the advent of energetic young people, full of initiative and afraid of nothing, will have a positive effect on the work of everyday services, trade and public catering.

Commentary by N. I. Puchilo, Head of the Administration for Cadres of the BSSR Ministry of Trade:

V. Ignat'yev's assertion concerning the low prestige of the trade profession is disputable. During the past few years exactly the opposite picture can be observed: In many trade enterprises there is practically no cadre turnover, really only in connection with family circumstances. We are unable to satisfy the requests of all those wishing to work in stores handling manufacture goods. There has been an increase in the influx of those who want to receive training in appropriate schools, technical schools, and VUZ's.

Undoubtedly, this reflected the enormous work of professional orientation that is being carried out in the schools, as well as the concrete measures being taken by the Komsomol committees with respect to the realization of the appeal: "Young People--Into the Service Sphere!"

It is another matter that the interest in the trade specialty is a little one-sided: We are, in particular, encountering some difficulties in the selection of cadres for food and especially fruit and vegetable stores. Here there is a specific feature--in such stores the appropriate working conditions are not always guaranteed. That means things beyond the mechanization of loading and unloading operations and the creation of conditions for the resting of sales personnel. You don't correct this matter merely through propaganda and appeals. Integrated and rational trade will help us to solve this problem. We would like to see more young people in the role of salesmen and waiters. Here there actually still is a psychological barrier.

In a word, the situation with respect to the prestige of the profession of the worker engaged in trade is by far not as pessimistic as it appears to V. Ignat'yev. Nevertheless, many of the thoughts he has expressed deserve attention.

8970

CSO: 1828/29

LABOR

MOTHERS LEAVING WORK, SHORTAGE OF NURSERIES BLAMED

Moscow TRUD in Russian 14 Sep 82 p 2

[Article by TRUD correspondent Yu. Kotlyarov (Kemerovo): "A Woman Worker Has Left the Plant"]

[Text] During our conversation the mood of Vera Petrovna Rudenko, chief of the Personnel Division of the Kemerovo Combine of Silk Fabrics, was gloomy. The first half of the year had ended, and once again there is the same shortage of workers, about 350. And again the applications: "I wish to be discharged." Diligent Tanya Borisova, a weaver, who had been able to work very little after graduating from the city vocational and technical school: maternity leave, then to look after the small child, left at the very end of June. And there is the impossibility of getting him a place in a nursery. In April Natasha Alyasova, a twister of the second preparatory shop, and Tamara Usova, a loader of the fourth weaving shop, were forced to leave the collective, which had become their own, for the same reason. Good, diligent, skillful. Not of their own will did they quit the job they had become fond of: where are they to place their little child, with whom are they to leave it?

Vera Petrovna tallies the sad results. Last year 79 mothers were discharged, today 32 already have been. And more than 120 are staying at home to care for youngsters at the age of up to 1.5 years, although many would like to leave for work a bit sooner. And the most regrettable thing is: much as they would like to, the administration and party committee cannot help them in any way. All five children's preschool institutions of the combine are overcrowded by more than 1.5-fold. True, any moment a new nursery-kindergarten for 140 will open. But this will not solve the problem: about 800 people are on the waiting list, and, moreover, the rayon soviet executive committee immediately takes a portion of the places--the latter has its own problems with the supply of children with medical personnel, teachers, salespeople and so on.

"Here the situation is no better," Kapitolina Aleksandrovna Khokhlova, secretary of the party bureau of the Prokopenvsk Porcelain Plant relates. "The shortage of workers is 140. While last year we were forced to discharge 115 mothers because of the fact that there was nowhere to fix up the kids. Now more than 50 women are on maternity leave and 170 are on post-maternity leave. Which of them will production wait for, if at the plant there is only one kindergarten, while they promise to turn over a second one by the end of the year? Is this really normal?"

Report of the Oblast Department of Public Education: in Kemerovo Oblast the provision with children's preschool institutions (per 1,000 people) comes to a little more than 54 percent. About 30,000 children, including 3,000 for enterprises of the oblast committee of the Textile and Light Industry Workers Union, are on the waiting list. Moreover, according to the most modest data, 8,000 nonworking mothers of children from 1 to 6 years old would like to work, if there were someone to leave their youngsters with.

There should be added here the 20,000 kids who have been admitted to kindergartens in excess of all norms. In all, in order to solve the problem, nursery-kindergartens for at least 60,000 must be built. In the plans for the current five-year plan there are 46,000.

If we judge from numerous documents, the formed situation has not been ignored in the oblast. In one of the reports of the oblast department of public education just the list of decisions and plans which have been adopted in recent times at different management levels takes up a good page. But, after all, another thing is important: how all these "to instruct," "to oblige," "to envisage" and "to suggest" are being fulfilled. But matters with this most important thing are bad. During the 10th Five-Year Plan, although kindergarten-nurseries for nearly 24,000 were put into operation, all the plans and assignments, which were noted down so clearly in the directive documents, were upset.

The beginning of the current five-year plan so far does not portend, alas, a change for the better. Whereas the assignment of 1980 on the placement into operation of children's preschool institutions was fulfilled by 72 percent, in 1981 it was fulfilled by only 48 percent. Now, according to the data of the oblast statistical administration, it is planned to build them for 8,550, but in 6 months 1,720 were put into operation--a little more than 20 percent of the annual program.

The causes of such failures are ambiguous. Here there is administrative disunity: all 1,255 children's facilities existing in the oblast belong to the enterprises of more than 50 ministries and departments. Try to coordinate a unified program of the development of this network, "shake" from superior organs the necessary assets! Here the slow construction, the standard periods of which are being dragged out excessively, could not be worse. For example, last year alone five kindergartens, which were begun back in 1978, and seven, the foundations of which were laid a year later, were put into operation. They are building them in 2-3 years instead of the 5 to 9 months, which are expected according to the state norms!

In the Main Administration of Construction in the Kuzbass, at the Kuzbasszhilstroy Combine, at the Kuzbassenergostroy and Kemerovosel'stroy Trusts, the subdivisions of which are the main contractors, they will name for you tens, if not hundreds of objective and subjective reasons. First the client did not draw up something on time, then the construction materials were produced and delivered not in a complete set or not on time, then there is trouble with transportation. But excuse me: the producing plants, the garages--whose are they, an uncle's? No, they are of one's own department. And is it that difficult, if desired, to find a common language with the client, to whom the kindergarten is extremely necessary?

No, it is a matter here, I am convinced, of something else, although, of course, in each specific case some of these reasons, as they say, do occur. The main thing

lies in the very essence of the attitude toward the problem. And, if you wish, in the inadequate understanding of its increasing social importance. Moreover, I dare assert, in the responsible departments at different levels. For example, the RSFSR Ministry of the Textile Industry permitted the Kemerovo Combine of Silk Fabrics to build during this five-year plan only one children's combine. But five are needed. And no arguments and references to the government decrees on the increase of attention to the needs of Siberians swayed the stand of the ministry.

"During the work of the sectorial trade union congress," Alena Zakharovna Shuley-kina, chairman of the oblast committee of the Textile and Light Industry Workers Union, relates, "I was at a reception for RSFSR Minister of Light Industry Ye. F. Kondrat'kov and told him about the troubles and needs of our enterprises--the porcelain plant, the shoemakers and the garment workers. 'We are ready to help,' Yevgeniy Fedorovich agreed. 'We will allocate the money, build kindergartens to your heart's content.' But limits are still necessary for money, otherwise who will include the order in the title list? But the ministry is not giving those limits. And everything has remained at a standstill."

Here is what the result is: anxious discussions at various levels about the shortage of manpower resources. And disregard for the most vital question of how to attract young mothers to work. Hence, it would be more correct, probably, to talk about the shortage of the desire to solve the problem not in words, but in deed. The chain is clearly visible: the ministries do not allocate sufficient assets and limits for preschool institutions, the construction workers treat their construction in a slipshod manner, while the authors of the numerous plans and decrees forget about an elementary thing: about the monitoring of how the fine ideas are being implemented. In the absence of demand, moreover, not only when the plan has already hopelessly failed, but also everyday demand, about what kind of discipline of fulfillment is it possible to speak? Unfortunately, many trade union committees, alas, are going no farther than the gathering of distressing information and the criticism of ministries and construction workers by correspondence. Where is the workers' control at the construction projects, where are the effective measures on expediting them? Which of the specific parties guilty for the upsetting of the deadlines has been held accountable on the initiative of the trade union committees? There is none of this. It is significant that the presidium and the secretariat of the oblast council of trade unions over at least the past 4 years have not examined the questions connected with preschool institutions.

And for the present Vera Petrovna Rudenko, like her colleagues at many enterprises, is doomed to tally the next unpleasant results: working women are leaving, because there is nowhere to get a place for their child.

7807

CSO: 1828/202

EDUCATION

USSR EDUCATION MINISTERS STRESS TEACHER TRAINING

Specialist Training

Moscow UCHITEL'SKAYA GAZETA in Russian 20 Jul 82 p 2

[Article by V. Yelyutin, minister of USSR Higher and Secondary Specialized Education: "There Ought to Be a Change"]

[Text] The USSR Ministry of Higher and Secondary Specialized Education has familiarized itself in detail with discussion materials regarding the problem of providing secondary general education schools with teachers. This discussion had taken place in the pages of UCHITEL'SKAYA GAZETA. The questions that were touched upon in this discussion deserve the closest possible attention. There is no doubt that articles by the newspaper readers will facilitate an acceleration for taking measures directed toward improving the training of teacher cadres.

Measures have been taken recently to further increase the number of teacher and education specialist graduates for general education schools. Enrollment in institutions of higher education for pedagogical specialties increased by 7 % during the past Five-Year Plan, and by 5.9 % for secondary specialized educational institutions. This trend will continue in the current Five-Year Plan, too.

The dispersal of pedagogical VUZes and schools throughout our country has improved, after due consideration of the development of individual districts, and the ages and numbers of school and pre-school children. This facilitates supplying these areas much better with pedagogical cadres.

In 132 pedagogical VUZes, including 28 VUZes in Siberia and the Far East, teachers have begun to be trained in a number of new specialties. There is an increase in non-competitive enrollment for specializing in "Russian language and literature" for the republics of Central Asia, the Caucasus and the Baltic, in the central VUZes of the country and in republic teaching institutions from among the native population and farm youth, as well as teacher training for national schools as a cooperative undertaking.

The universities of our country are graduating a significant number of instructors for secondary general education schools, vocational technical schools, secondary specialized schools and institutions of higher education.

The Ministry believes that present educational plans for universities with regard to general educational disciplines (Russian language and literature, history, mathematics, physics, etc.) basically meet the needs for training teachers. These plans allocate enough time for studying the psychological-pedagogical cycle of disciplines (pedagogy, psychology, teaching methods, etc.), practice teaching (from two to three months) and pioneer teaching.

Nevertheless, there are also shortcomings in the training and utilization of pedagogical cadres, which was pointed out with complete justification by the readers of UCHITEL'SKAYA GAZETA who participated in discussing the article, "Change ... Did Not Occur."

In 1932-83, the USSR Minvuz [Ministry of Higher and Secondary Specialized Education], with the cooperation of the large VUZ community and interested ministries and departments, plans to conduct a re-examination of present teaching plans and programs. Suggestions by discussants will also be considered during this process.

Measures are now being taken to eliminate shortcomings in the assignment of young specialists and in improving controls over their correct utilization.

Since 1980 there has been a new Statute on Inter-Republic, Inter-Departmental and Personnel Assignment of Young Specialists Who Have Completed Higher and Secondary Specialized Educational Institutions. This Statute especially emphasizes the responsibilities of ministers and directors of enterprises, organizations and institutions for the correct utilization of young specialists, for appointing them to production facilities and creating the necessary living conditions for them. The Statute also delineates the obligations of young specialists.

The Ministry supports the proposal to include professional orientations for future teachers in the practical work of educational institutions while these future teachers are still sitting on school benches. The Ministry also supports the proposal calling for specific and strict responsibility on the part of those persons who allow disruption of established order in the work schedule of specialists. It also supports the proposal on expanding the enrollment of rural youth into pedagogical VUZes on a non-competitive basis upon recommendations from national educational organs, and a special enrollment of young people who have had practical experience in secondary school education.

A number of measures has also been taken in this case. Normative documents on admission, for example, provide for the rector of the VUZ, or, if delegated by him, the pro-rectors or deans of departments, to speak personally with every entering student about his proclivity to receive an education in the given VUZ and give recommendations on selecting a specialty. In addition, upon entering the VUZ, the degree candidate is obliged to present a character reference certified by the administration and social organization of the secondary school, in which his professional inclinations and interests are supposed to be noted. Persons who permanently live in rural areas are given substantial privileges upon being accepted in pedagogical specialties.

They have first priority in enrolling when competitive scores are equal. Moreover, acceptance commissions of pedagogical institutes have the right to accept such persons even if they received on their final examinations one or two points less than the required passing grade.

At present, the USSR Minvuz, together with the USSR Gosplan and USSR Goskomtrud [State Committee for Labor and Social Problems] have developed supplemental measures for further improving planning, assignment and utilization of specialists with higher and secondary specialized education and for creating the conditions necessary for them to become integrated into the national economy.

Vocational Training Stressed

Moscow PRAVDA in Russian 7 Aug 82 p 3

[Article by M. Prokof'yev, minister of USSR Education: "Schools and Their Problems"]

[Text] Our general education schools have made significant contribution to the completion of their transition to the general secondary education of youth. For the 1970's alone, over 35 million persons graduated from them. And today, they constitute the primary form of secondary education, although recently secondary vocational-technical schools have been developing rapidly, and the network and contingents of those studying in secondary specialized educational institutions have grown.

It is difficult to overestimate the role of the public education system in training the future citizens of our Motherland. Here, the young generation is educated in the spirit of scientific, dialectic materialistic knowledge of the laws of nature and public life, receive the foundations of science and culture, and master the Marxist-Leninist worldview. Here are formed communist convictions and the morals of youth, the lofty feelings of Soviet patriotism and internationalism, and the readiness to work in the sphere of production and for the defense of the sacred borders of our Fatherland.

Lenin's principles applied to our schools are firm. The schools are unified, assiduous and technically oriented. Their ties with life, with the great accomplishments of our country and with the selfless labor of the people are unbreakable.

The strength of Soviet schools lies in party direction. The party and its Central Committee continuously direct the organs of national education and help them in all their multi-faceted ideological, pedagogical and organizational work. Comrade L.I. Brezhnev devotes enormous attention to schools and the education of children. His caring kindness and exacting requirements are constantly felt by everyone who is involved in the education and upbringing of growing generations.

The decisions of the 25th and 26th Party Congresses and subsequent decrees of the CPSU Central Committee and the USSR Council of Ministers on schools constitute an extensive, scientifically based program for improving the work of all educational institutions.

The May (1982) Plenum of the CPSU Central Committee projected a number of new measures for further strengthening the educational-material basis of rural schools, improving the training and assignment of teacher cadres, and allocating additional privileges to educators and teachers of pre-school institutions, art and music schools and schools for artists. Documents and materials of the May Plenum of the CPSU Central Committee and the USSR Food Program for the period up to 1990, in accordance with their goals, content and scope have been cited in order to make progress in the entire national economy, which also includes public education.

In carrying out the decisions of the party and government, the teachers of the country, the organs of national education and their methodological service, and pedagogical science have accomplished specific tasks to improve the contents of education and raise its educational, polytechnical and vocational direction, accessibility, internal continuity and logical consistency. During the course of the coming school year, nearly all the programs to be included in the curricula of schools will be modernized. An entire series of teaching and methodological aids has been prepared and published. Measures are being taken in the center and in different areas on overcoming formalism in the educational and training process.

Special attention is being paid to improve training and educational methods. And this is natural, since the methods and means used by the teachers determine to a significant degree the success or failure of their work.

For this reason, all traditional methods of training are being continuously improved. Introduced are technical equipment, various apparatuses, dynamic models, films and slides, and educational television.

Recently, a great deal has been done to introduce problem solving training into school work. In this regard, not only the teachers' methodological work was enriched, but also the forms of the educational cognitive work of the students themselves. The new standard educational programs and methodological aids reflect more fully and specifically the ways of forming independent study skills in students working with the literature of their subject.

A significant contribution to improving forms and method of training is being made by the teachers themselves -- the masters of pedagogical work. The work of N.P. Guzik, the Ukrainian chemistry teacher for example, is widely known and has been reported in the press. He has been successful in forming independent study skills in students. The Azerbaijani teacher, N.N. Shishkin, is transmitting solid knowledge and skills in conducting laboratory work in the study of physics. A Moscow teacher, S.N. Lysenkova, has developed a system of methodological aids in training school children in lower grades. Ye. N. Il'in, a Leningrad teacher, widely applies methods for creating emotional situations in the study of literature. Recently reported

was an interesting experiment by a Moscow history teacher, I.P. Safonova, in studying the works of V.I. Lenin, party and government documents and the works of L.I. Brezhnev.

All this testifies again and again to the development of creative initiative of teachers. However, a complex problem arises which concerns the feasibility of including the findings of individual teachers into the overall system of the training and educational process. It is specifically this path that is being taken by the organs of national education and their scientific and methodological institutions.

The improvement of training and education is inseparable from the teacher himself. This improvement is colored by the personal capabilities of individual educators and because of this, not every teaching experiment, even though valuable, can become the property of the great numbers of school teachers. The new methodological aids, both in individual subjects and in subscription series of teachers' libraries, more and more recommend not one, but two, three and more methodological variants for the study of the prescribed material.

I should especially like to tell about the status of mathematics education. A number of areas in our country are now continuing this experimental work in designing a school course in mathematics. The reform in school mathematics education over the past ten to fifteen years has eliminated a number of archaic practices. However, in the course of implementing it, complexities arose in the theoretical part of the training. A number of textbooks and training aids were strongly criticized in the press, especially for over-emphasizing formal aspects at the expense of developing the basic skills of school children. The USSR Ministry of Education and the Academy of Pedagogical Sciences [APN] admitted the correctness of this criticism, and together with the Department of Mathematics of the USSR Academy of Sciences devised ways to correct the situation that had developed. The improvement of school mathematics education is now proceeding in the direction of raising the quality of education, making school textbooks understandable, strengthening the applied and practical aspects of training, and eliminating the over-burdening of students.

A number of cities and districts in all union republics are conducting experimental work in other important educational problems as well, in which Soviet society has shown a lively interest. We are speaking in particular about preparing for the conversion to starting children's education at the age of six years; about introducing a five-day school week for first to third grades and teaching ethics and the psychology of family life in the ninth and tenth grades; and about the scheduling and the preparation of teachers for schools and groups having extended hours, etc. This is a rather complex work, and time, observation and analysis are needed in order to make valid conclusions based on the experiments.

The main problem that requires a decision and that worries not only teachers, but also wide circles of society, concerns the further improvement of the organization of vocational training and education, and the vocational orien-

tation of students. The program document that designates goals, tasks and perspectives, as well as the modes and methods of this work, is the decree of the CPSU Central Committee and the USSR Council of Ministers "On the Further Improvement in Training and Educating School Children of General Education Schools and Preparing Them for Work." In the more than four years since this document has been in force, teachers and organs of national education have completed specific work. In the upper grades, training time for vocational preparation has doubled. Revised programs have been developed and are being implemented. Nearly 2,500 inter-school training-production combines are functioning today, in which one out of three upper grade students are being trained. Training in auto-tractor work has been introduced in 38,000 secondary schools. Nearly 30,000 camps for work and rest have been opened in order to organize productive labor during summer vacations for school children in higher grades. A great deal of experience has been accumulated on student production brigades of rural children. Last year more than one million graduates of secondary schools entered the national economy of the country.

At the same time, the current status of vocational training and education, as justifiably noted by the readers of PRAVDA in a series of articles entitled "Adult Work," still has substantive shortcomings. Both the theory and methodology of the developing work values in school children needs to be enhanced. In a number of schools and regions of the country, the effectiveness of vocational education and orientation is weak, which is manifested by a negative attitude on the part of some school graduates toward labor in the areas of material production, especially in construction, coal and metallurgy industry work. Problems have not been overcome in staffing trade union technical training educational institutions.

The problem consist of trying to achieve higher efficiency of all components in the system of vocational schooling for school children. The material basis of vocational training and education must be further strengthened, as must be the establishment in all schools of well-equipped workshops, rooms for vocational training, training experiment areas and training sites right at the schools, the development of a network of inter-school training-production combines, training shops and enterprise sites. A far from complete list of issues with which organs of national education are involved includes: Improving the training of teachers of vocational subjects; a correct consideration of local differences; determining profiles for the vocational training of upper grade children; strengthening various methodological and organizational assistance to teachers and other practicing workers; actively disseminating up-to-date methods and experience; and exerting daily control over the status of vocational training and its end results.

A supplementary method of increasing the efficiency in training school children for work useful to society would be the reinforcement of the polytechnical aspect of training on the one hand, and on the other hand, the improvement of vocational education in the family, and the strengthening of cooperation between schools and the forces of social production.

The school children of our country and their educators enthusiastically received the warm words of welcome and fatherly wishes of comrade L.I. Brezhnev to the participants at the recently held All-Union Rally of Representatives of School Children's Vocational Societies in Tselinograd.

The teacher is the soul and brain of the school. He resolves all difficult and complex problems facing the educational system. This is why the creation of the necessary conditions for the efficient work and everyday life of teachers, the knowledgeable training of young specialists, and the collection and dissemination of the latest teaching methods should be the foremost concern for organs of national education. Nearly three million teachers are now working in schools. Another nearly 200,000 young educators will be in the classrooms in the new academic year.

A great deal has to be done in the near future by the USSR Ministry of Education and the ministries of education of Union Republics in their work with pedagogical cadres. First and foremost, they must significantly improve the quality of training in pedagogical VUZes. There ought to be better training of teachers for small rural schools, teachers of Russian language for schools in the national republics, teachers for subjects in the esthetic subjects, educators of boarding institutions, and schools and groups having extended days. It is also necessary to expand and strengthen the network of pedagogical schools. In today's world, the significance of correspondence sections of pedagogical institutes is growing, as well as that of departments for raising qualification levels.

The Ministry of Education plans to improve the composition of students at pedagogical institutes by attracting talented secondary school graduates who have a calling for educational work. We are of the opinion that the experience of VUZes deserves to be disseminated, whereby preference for enrollment is given to holders of high school diplomas who have official recommendations from pedagogical councils and departments of national education. Maximum use should be made of non-competitive enrollment of youth from remote rural districts, as well as registering young people who have Komsomol cards, which is permitted by the government.

New opportunities for improving training of rural teachers has been opened by the recent decree of the CPSU Central Committee and the Council of Ministers on the further strengthening of kolkhozes and sovkhoses by the directing cadres and specialists. Expanded should be the practice of encouraging rural youth to enroll in educational institutions by having kolkhozes, sovkhoses and other agricultural enterprises grant scholarships to them. The methodological service of education should be significantly developed through institutes for improving teaching, methodological studies and teachers' societies.

It is important to modernize teachers' work, in the organization of which everything is important, including distribution of the school workload, knowledgeable scheduling, setting aside a day for self-improvement, maximum curtailment of all kinds of meetings, establishment of solid school educational and methodological studies and the equipping of comfortable teachers rooms.

Of great significance is the attention and care paid to teachers by local party, council and trade union organs. Organizing Marxist-Leninist education of teachers and providing them with comfortable living quarters, as well as meeting their communal, professional, cultural everyday needs, and medical services are all factors that influence the results of the educators' work. In connection with this, the experience of the party and council organizations of the Kurgan and Kherson Oblasts, with regard to creating all the necessary conditions for the fruitful teaching and social work of instructors, should be more widely disseminated.

Creative organizations of writers, composers, artists, and film and theatre workers still owe something to the teaching world. Unfortunately, up to this time there have been few highly artistic works about teachers, and sometimes their noble work has been depicted in a dry, grey manner, which has not always been even objective. We hope that the USSR Ministry of Culture, the USSR State Committee for Television and Radio Broadcasting, the USSR State Committee for Cinematography and the leading organs of creative arts unions will take measures in this direction.

The great Russian educator, K.D. Ushinskiy, had noted that the teacher is a live link between the past and the future. The Communist Party and the government value highly the untiring and fruitful work of the country's teachers. There is no doubt that Soviet educators will accomplish the tasks set before them with honor and will continue in the future to piously fulfill their duty to their Motherland.

11350

CSO: 1828/177

EDUCATION

SCHOOL OFFICIALS ACCUSED OF COLLEGE PLACEMENT FAVORITISM

Baku VYSHKA in Russian 13 Aug 82 p 3

[Article (AzerINFORM): "Objectivity, Impartiality and Benevolence Are the Main Principles of Selection for Higher Educational Institutions"]

[Text] The Central Committee of the Communist Party of Azerbaijan is performing on the basis of principle, consistently and purposefully work on the development of higher education in the republic, the establishment of a healthy moral and psychological atmosphere at higher educational institutions, the elimination of the shortcomings in their activity and the increase of the quality of the training of specialists. Particular attention is being devoted to the improvement of the admission to higher educational institutions of the new student reinforcement, for in many ways the process of the training and education of young specialists of the national economy depends on how efficiently and orderly the competitive selection has been organized, on the atmosphere created during it and the objectivity of the examiners.

There was a major, emotional discussion on these problems at the meetings of the members of the admissions, examination and appeals commissions at all the higher educational institutions of Azerbaijan. The tasks of the communists, professors and instructors of higher educational institutions, which ensue from the fundamental decisions of the Central Committee of the Communist Party of Azerbaijan on the increase of the responsibility of higher educational institutions for the high quality selection of matriculants and on the further development of the campaign against negative phenomena during the admissions examinations and in the educational process and from the appeal of the Center for the Study of Public Opinion and Sociological Research attached to the Central Committee of the Communist Party of Azerbaijan "Knowledge Is the Only Measure," were discussed at them.

Rectors, representatives of party, trade union and Komsomol organizations, members of the admissions, examination and appeals commissions of higher educational institutions, secretaries of city and rayon party committees and executives of ministries and departments spoke at the meetings in Baku, Nakhichevan, Stepanakert and Kirovabad.

While utterly and completely approving of the activity of the Central Committee of the Communist Party of Azerbaijan, which is aimed at the improvement of the higher school of the republic and at the resolute eradication from the life of higher educational institutions of favoritism, bribery and other abnormal phenomena, which are incompatible with communist morality and pedagogical ethics, and accepting for guidance and execution the provisions contained in the appeal of the center, the speakers unanimously stressed that the policy of the increase of publicity during the admissions examinations and their holding in an atmosphere of objectivity, impartiality and benevolence are already yielding appreciable fruits and are contributing to the selection for higher educational institutions of truly worthy, well-informed secondary school graduates.

At the meeting at the Azerbaijan State University imeni S. M. Kirov they listened with particular attention to the speech of Chairman of the Appeals Commission Professor A. Bayramov. For the commission does not simply solve efficiently the disputes arising during the entrance examinations, but, since last year, has been performing serious work on the analysis of the complaints being received. The results of these studies were taken into account when organizing the entrance examinations this year. But it would be advisable, it was noted at the meeting, when selecting instructors for work during the admissions examinations to also take into account psychological factors. For of the more than 200 complaints received by the appeals commission after the first examination, 1 in 7 is a consequence of a violation of the ethics of the interrelations between the instructor and secondary school graduate.

During the current admission Docent T. Babayeva, who took part in it as an examiner for USSR history, at first concealed the fact of the enrollment of her niece in the philology faculty of the university. At the meeting of the party committee, which took place on 11 August, she was given a reprimand and she has been dismissed from participating in the admissions examinations. The speakers also expressed plainly the intolerability of the previously disclosed case of the giving of too high a mark in the Russian language and literature to the niece of one of the examiners, Docent D. Mamedov, and other violations of the laws and ethical norms. Instructors, who have tarnished the lofty title of Soviet educator, will not go unpunished, Professor R. Guseynov, Docents Kh. Akhmedov, F. Tagiyev and others, who are members of admissions commissions, declared. They gave assurances that the collective of the higher educational institution, which is the flagship of the higher school, will take every step for the elimination of all and every kind of negative phenomena.

The active exchange of opinions between instructors and matriculants, their parents is taking place at the large stand in the courtyard of the Azerbaijan Institute of Petroleum and Chemistry imeni M. Azizbekov, where all the materials of recent times, which are devoted to the admissions examinations to the higher educational institutions of the republic, have been gathered. The appeal of the center is being read repeatedly over intra-institute television, the participants in the admissions drive are being called upon to state their remarks on the progress of the examinations and suggestions on the improvement of their organization. And, while speaking at the meeting, its participants, when analyzing the progress of the admissions examinations, noted that there still are organizational shortcomings and other oversights, the elimination of which will make it possible to obtain the best selection of future students. Particular attention was devoted to the need to create a benevolent atmosphere, which helps the secondary school graduate to evince all his knowledge.

More than 200 secondary school graduates, who are medal winners of schools and holders of honors diplomas of secondary specialized educational institutions, submitted applications to the Azerbaijan State Medical Institute imeni N. Narimanov. However, more than 60 of them on the written physics examination received only a "three." Here the knowledge of the medal winners from Secondary School No 1 of Yevlakh and from Baku Schools Nos 60 and 248 was rated as "unsatisfactory." Simultaneously six graduates of Baku Medical School No 2 and the graduates of the Agdam and Sheki Medical Schools, who had graduated from these educational institutions with honors diplomas, also showed their clearly unsatisfactory knowledge on the first examination. Docent F. Isayev, chairman of the Subject Commission for Physics, cited these facts in his speech at the meeting.

This year, in contrast to past years, the instructors, whose children are enrolling in this higher educational institution, have been excluded from the examiners. Party Committee Secretary I. Zeynalov, Chairman of the Appeals Commission Professor I. Mamedov and others, who made speeches, approved of this decision and spoke about the increase of the demandingness on the work of higher educational institutions and the importance of stepping up the campaign against negative phenomena. At the same time the need was noted to hold accountable the executives of those secondary educational institutions, the grades of whose graduates are clearly overstated, while their knowledge is frankly weak.

Professor B. Khalilov, rector of the Azerbaijan Agricultural Institute imeni S. Agamaliogly, reported that among the secondary school graduates, who came from remote rural rayons for noncompetitive enrollment in the institute, there are many children of managerial personnel of public dining enterprises, the militia and other organizations of Dzebrail'skiy, Yardymli'skiy, Akhsuinskiy, Kedabek'skiy and Sabirabad'skiy Rayons, which attests to the improper selection of young people for enrollment in the higher educational institution on preferential terms. Dean of the Economics Faculty A. Mamedov, Head of the Chair of Soil Science M. Dzha'farov and other speakers gave assurances that the collective had accepted for guidance and unconditional execution the instructions of the Central Committee of the Communist Party of Azerbaijan on the need to create all the conditions for the noncompetitive admission to the agricultural institute of the children of workers and kolkhoz farmers, who after completion of their studies will return to their native villages as highly skilled specialists and will be able to justify the confidence placed in them by their capable, skillful and dedicated work. The speakers held up to shame the instructors, who engaged in collections from students of recompense for passing the examinations and tests, and emphasized the intolerability of such cases in the life of the higher educational institution.

A suggestion was made on the need to select students for preparatory courses from among the active members of school student production brigades. These courses, the meeting participants said, had proven their worth and promote the improvement of the selection of students.

All kinds of violations, actions in circumvention of the law and the violation of generally accepted moral norms become possible wherever unscrupulousness, amnesty and the mutual string-pulling of instructors for each other and their relatives reign. Negative phenomena of this type occurred at the Azerbaijan Pedagogical Institute of the Russian Language and Literature imeni M. F. Akhundov, which was discussed with all urgency and adherence to principle in the recent decree of the

Central Committee of the Communist Party of Azerbaijan on this higher educational institution. The management of the institute was changed, the former rector and prorector incurred strict party punishment, Party Committee Secretary A. Gasanov was given a reprimand, significant changes occurred in the membership of the commissions which are engaged in the selection of matriculants. And for the collective, as the speakers unanimously noted, it is a matter of honor to conduct the current admissions tests at a high level: this is a most responsible examination for the higher educational institution itself, its communists, professors and instructors. Much has to be done in order to return to the institute the good fame of the forge of highly skilled teachers of the Russian language and literature. Such words, which were filled with sincere bitterness and pain for what had happened, were heard in many speeches.

However, as the progress of the examinations shows, at the institute far from everything is yet all right, the recurrences of chronic abnormal phenomena have not been eliminated. Rector F. Sultan-zade reported on how in two groups before the oral examination in the Russian language and literature the instructors, after opening the sealed envelopes with the examination questions, discovered that one examination question was missing. A certificate was immediately drawn up, and the missing examination question was also removed from the other envelopes. The following fact was also cited: L. Zakar'yayeva, a secondary school graduate from Geokchay, arrived at the written examination in Russian, having in her possession beforehand the text of the dictation suggested for the examination, which had been torn out of a textbook. The machination did not succeed, and as a result she received an unsatisfactory mark. The management of the institute is now taking steps to identify the parties guilty for divulging the text of the dictation. Such texts were known not only to her, but also to other secondary school graduates, and many of those appearing, who received "fives" on the written examination, were helpless and could not confirm their knowledge in the oral examination, and the appropriate marks were put down for them for their poor responses.

During the meetings the people, who had forgotten that their lofty position obliges them to be twice as demanding on themselves, and who had used their official position for the benefit of their own interests and for getting relatives and acquaintances into a higher educational institution, were criticized pointedly and impartially. Such cases, as is known, occurred at the Azerbaijan Construction Engineering Institute, to which relatives of Prorector for the Academic Section I. Miriyev and Dean of the Sanitary Engineering Faculty R. Makhmudov were admitted. While professing the principle "one is not supposed to oblige a relative," these responsible officials of the higher educational institution displayed insincerity and were not about to report their blood relations with students. Now they, like the managers of the institute, have been punished, and at the meeting Chairman of the Subject Commission for Mathematics A. Mekhtiyev, Member of the Examination Commission Docent Ya. Suleymanov and Chairman of the Subject Commission for Chemistry Professor S. Sadykhzade emphasized the intolerability of such phenomena and pointed out the great moral harm to the entire matter of the education and training of young people, which each case of the display of morals alien to Soviet society does.

Many different signals about the improper actions of instructors and secondary school graduates are now being received, it was stated at the meeting. They are all being checked, a portion of them has not been corroborated, the secondary school graduates indicated in the letters are successfully passing the examinations

without any patronage, and it is becoming clear that the authors of such signals are faultfinders, who have not so much decided to reveal the truth, as are intentionally, as they say, confusing the issue. But it happens at times that the facts are confirmed, as was the case with secondary school graduates A. Aliyev, F. Teymurkhanov and S. Agayev, who attempted to enroll in the construction engineering institute in a dishonest way. All three were taken under special supervision by the rector's office and during the objective grading of their written work received unsatisfactory marks and were not admitted to the subsequent examinations. The party organization of the institute is taking step to identify the people, who intended to give patronage to these secondary school graduates, who do not have the knowledge and relied on an unscrupulous "kind uncle."

After the publication of the appeal of the center and other materials, which were printed in the newspapers, people began to report negative phenomena more actively, boldly and resolutely, it was stated at the meeting at the Azerbaijan Polytechnical Institute imeni Ch. Il'drym. The number of applications submitted to the appeals commission increased, they are being examined objectively and in necessary instances are being complied with. Party Committee Secretary I. Sadykhov, Dean of the Preparatory Department Docent R. Agaverdiyev and other speakers drew special attention to such questions as the abuse of official position for the sake of satisfying demands which are far from the concepts of human and pedagogical ethics. The meeting participants spoke with condemnation about the abuses of instructors A. Gasanov and R. Kasumov, who gave too high marks to a number of secondary school graduates, and about instructor of the Chair of Physics S. Kerimova, who forgot the concept of elementary integrity and contrived to check personally the work of female secondary school graduates, who are her nieces.

After the publication of the appeal and instructional report in the rector's office of the Azerbaijan Polytechnical Institute four examiners reported that their relatives were enrolling in the institute, and were dismissed from conducting the examinations. Other similar cases also became known, and the secondary school graduates with kinship ties with instructors of the higher educational institution were taken under strict supervision for the purpose of objectively evaluating their knowledge and putting a stop to any patronage of them. The taking of the examinations by 15 technical workers of the institute is also being supervised by the rector's office and the party committee in order to rule out assistance to them on the part of instructors.

At the same time at the meeting the need was noted for more extensive explanatory work among the managers of enterprises, sovkhoses and kolkhoses, who have a vague idea of which of their workers have the right to receive a permit for the preparatory department of the higher educational institution. It was discovered that one of the students of the preparatory department, N. Kerimov, had submitted false documents saying that he is a sovkhos worker, and he was dismissed in accordance with the decision of the rector's office.

The suggestion was also made to analyze the results of the taking of the entrance examinations for higher educational institutions by medal winners, to report these data and generalize their results at the Center for the Study of Public Opinion and Sociological Research and the republic Ministry of Higher and Secondary Specialized Education.

At the meeting at the Stepanakert Pedagogical Institute imeni 60-letiya Sovetskogo Azerbaydzhana the speakers cited examples of the negative phenomena which had occurred at this higher educational institution. Thus, Candidate of Pedagogical Sciences G. Daniyelyan, a former instructor of the Chair of Pedagogy and Psychology of the institute, was sentenced for bribery to 8 years of imprisonment with confinement at a medium-security corrective labor colony. When speaking about the fact that now a benevolent atmosphere has been created at the admissions examinations, the meeting participants stressed the need for the further increase of the quality of instruction and the improvement of all educational and training work at the higher educational institution.

At the Azerbaijan Pedagogical Institute of Foreign Languages imeni 50-letiya SSSR Head of the Chair of CPSU History Professor E. Mamdeov and Dean of the English Language Faculty G. Yusifov spoke about the fact that many secondary school graduates, who have in their certificates good and even excellent marks in history and a foreign language, do not confirm them on the entrance examinations. Dean of the French Language Faculty O. Amirbekov told about cases of the use of forged documents by secondary school graduates. Thus, this year a girl secondary school graduate from Kasum-Ismailovskiy Rayon submitted a reference which was a carbon copy. And, in spite of the fact that her surname was not even stated in it, I. Mirzoyev, chairman of the Kolkhoz imeni Lenin, witnessed the reference with his signature and seal. R. Yusifov, secretary of the party committee of the institute, reported on the attempt, which was cut short by the party committee, by instructor F. Kerimov to pass a note to an examiner through a secondary school graduate and thereby to interfere in the course of the entrance examination.

Questions connected with the further improvement of the work of the admissions commission and the improvement of the educational and training process and the training of highly skilled staffs of specialists were at the center of attention of the participants in the meeting at the Azerbaijan Pedagogical Institute imeni V. I. Lenin. Having noted that the individual shortcomings disclosed in party documents were still occurring at the institute, its rector, A. Kurbanov, called upon the collective to eradicate them resolutely and to improve constantly the psychological climate in the collective. Professor Sh. Akhverdiyev, Docent M. Gasanov and others made specific proposals on the improvement of vocational guidance work with secondary school graduates.

However, the speakers said, not everyone had learned a lesson and drawn for himself the proper conclusions from the criticism of the Central Committee of the Communist Party of Azerbaijan in address of the institute. The principled attitude, which was displayed by the rector's office of the Azerbaijan Pedagogical Institute imeni V. I. Lenin in the well-known case of the bribe taker, former Docent D. Dzhabadov of the Electricity and Optics Chair, should also become an example for other higher educational institutions and for the exposure everywhere of extortioners and bribe takers.

To improve the methods of the selection of secondary school graduates, especially from rural areas, to increase the demandingness, to boldly expose the improper acts of people, who are devoid of communist morals--Rector S. Novruzov, Chairman of the Appeals Commission A. Zarbaliyev, Head of a Chair V. Avanesov, Deputy Party Committee Secretary E. Agayev and others spoke about this at the meeting at the Azerbaijan State Institute of Physical Culture imeni S. M. Kirov. They proposed to step

up the agitation and propaganda work among young people, to enlist the sports and educational community more extensively for this purpose and to strive for the annual full-fledged reinforcement of the higher educational institution with rated athletes.

Questions of the party responsibility of the violators of the norms of communist morals and pedagogical ethics were raised at the Azerbaijan Institute of the National Economy imeni D. Buniatzade. Having recalled the facts published in the republic press--the censure for the acceptance of bribes of former Docent F. Poverennaya, former instructor P. Abbasova and the student N. Guseynov, who has now been expelled from the higher educational institution, the imposition of strict party punishment on Head of the Russian Language Chair N. Abdulzade for giving too high a grade to secondary school graduate P. Kuliyeu, a worker of the kolkhoz market, who never became a student--the speakers emphasized the need for the further intensification of the educational work in the collective.

The organization of the competitive tests is being improved: at the institute computer technology is being used for the first time this year for evaluating the knowledge of secondary school graduates following the example of the Azerbaijan Institute of Petroleum and Chemistry imeni M. Azizbekov. In the General Economics Faculty a computer took down the written and oral mathematics examinations of those who had decided to learn the specialty of the mechanized processing of economic information. It was noted that among the matriculants there were more workers, kolkhoz farmers and members of their families: this year they made up 73 percent among those enrolling.

After the signals about the dishonesty of a number of instructors educators F. Sadykhov, M. Almamedov, Kh. Mirzoyev and T. Tagiyeva were promptly dismissed from the conducting of admissions examinations at the Institute of the National Economy. In speaking about this, Rector Z. Alikberov, Docent of the Chair of Higher Mathematics M. Mamedov and other speakers emphasized again that those, to whom such an important section of the work of the higher educational institution as the selection of future students has been entrusted, should be people who are an example of objectivity, impartiality, benevolence and adherence to principles.

As a result of the irresponsibility, unscrupulousness and unconscientious attitude toward their duties of examiners and members of the admissions commission and the lack of control on the part of the management of the higher educational institution serious violations occurred last year in the admission of students to the correspondence department of the Kirovabad Pedagogical Institute imeni G. Zardabi. The lack of control had the result that people, who are very far from pedagogy, and even people who had not worked anywhere received student passes.

The city party committee strictly punished those guilty for these violations. However, as Rector Sh. Shikhkerimov said, last year's lesson did not do everyone good. During the current admissions examinations for the correspondence department disruptions were again permitted, oversights are occurring. While recognizing the criticism in address of the communists and the entire collective to be justifiable, they are in no hurry here to get completely rid of everything that is in the way of the successful conducting of the selection of students and the entire educational process.

The significant positive changes in the conducting of the entrance examinations to higher educational institutions, as well as the past meetings showed that the executives of higher educational institutions and their party, trade union and Komsomol organizations have drawn the proper conclusions from the criticism and are taking steps on the further improvement of the formation of the student body and the educational and training process. While stating that much work still lies ahead for the achievement of complete objectivity and efficiency in the organization of admissions and for the elimination of all negative phenomena, the participants in the meetings assured the Central Committee of the Communist Party of Azerbaijan that they will exert all their efforts and experience in order to fulfill honorably the responsible tasks set by the party for the Soviet higher school.

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CSO: 1828/199

EDUCATION

FACTS, FIGURES ON 1982-1983 SCHOOL YEAR

Moscow UCHITEL'SKAYA GAZETA in Russian 16 Sep 82 p 1

[Article entitled: "In the USSR Ministry of Education: A Successful Beginning. The Collegium of the USSR Ministry of Education Discussed the Question of the Beginning of the 1982-1983 School Year"]

[Text] For 40 million school children of the general education schools of the country, studies got underway in an organized fashion. On 1 September 4.5 million first-graders began to learn. Practically all graduates of the 8th grades continued studying in educational institutions offering a secondary education. Of them 2.4 million are in the 9th grades of general education day schools. Almost 12 million school children in the 1st through the 8th grades expressed the desire to attend groups and schools with a prolonged day.

The organs of public education and the schools, with the active participation of the public, under the guidance of party and soviet organs, carried out a considerable amount of work in regard to the timely preparation of the beginning of the new school year. The all-union socialist competition of the organizations and institutions of the system of the USSR Ministry of Education for the fulfillment and overfulfillment of the targets of the 11th Five-Year-Plan was conducive to the successful solution of this task.

Approximately 550,000 slots for school children have been put into operation.

Practically all secondary and eight-year schools have training workshops. The transition is being made to intensified labor training. In 13,000 secondary schools the senior pupils are taking up the study of motor vehicles, in 25,000 --work on tractors, combines and other agricultural machinery, and they are acquiring the basics of agro-technology and animal husbandry.

There has been an increase in the number of UPK [educational and production combines]. In the Kustanay, Chimkent, Tselinograd and some other oblasts of the KaSSR sovkhoz and kolkhoz UPK have been set up. A total of 94 rural inter-school production combines are operating in the republic.

In the UkSSR an additional 46 inter-school UPK are being opened up, as well as 44 training shops and sections in enterprises and 14 inter-school workshops.

More than a thousand units of equipment for the motor vehicle study rooms and 4,000 units for the study rooms for the mechanization of agriculture have been supplied to the schools, as well as 52,000 machine-tools of various types for training purposes and 40,000 fitter's, carpenter's and all-purpose benches. For the new school year a total of 144 million rubles worth of educational equipment and furniture totalling 116.5 million rubles have been manufactured.

Textbooks totalling 1,417 titles for all types of general education schools in editions of 228.2 million copies have been published. At the present time, the library holdings of the schools include more than 470 million copies of textbooks.

Basically the schools have been fully staffed with teaching cadres. More than 190,000 young specialists and graduates of pedagogical institutes and colleges, and even universities, have been sent to the schools and other educational and training institutions.

In all republics increased attention is being given to the selection of cadres for the rural understaffed eight-year schools. The schools of the non-chernozem zone of the RSFSR, Siberia and the Far East have been strengthened with qualified educators.

The August teachers' conferences and meetings of the active workers in public education were held successfully. Basically they were dedicated to the tasks of the schools in light of the May (1982) Plenum of the CPSU Central Committee decisions and the decree of the CPSU Central Committee "On the 60th Anniversary of the Formation of the Union of Soviet Socialist Republics". The results of the past school year were also analyzed in regard to the improvement of the training and education of the pupils and their preparation for work. The first secretaries of the raykoms (gorkoms) gave principal speeches at plenary sessions.

In the sections discussions took place about the results of the work in regard to the improvement of programs.

The Collegium of the USSR Ministry of Education also noted a number of important shortcomings in the preparation of the schools for the beginning of the school year. The plans for putting into operation slots for school children in the TaSSR, the KiSSR, and the TuSSR are not being fulfilled. There have been delays in the delivery of entire editions of school textbooks to the book trading network in the AzSSR, the UzSSR, and some other republics. In a number of territories the teachers have not yet received method aids and didactic material. In some union republics the schools are not fully supplied with teachers (KiSSR, MSSR, TaSSR, and others).

The Collegium of the USSR Ministry of Education took appropriate measures in regard to the question discussed.

8970

CSO: 1828/22

EDUCATION

CRITICAL EVALUATION OF MOSCOW VUZ SYSTEM

Moscow VESTNIK MOSKOVSKOGO UNIVERSITETA. EKONOMIKA in Russian No 4, Jul-Aug 82
pp 55-60

[Article by V. M. Zuyev: "The Comprehensive Planning of the Development of the Higher Educational Institutions of Moscow"]

[Text] At present the task of increasing the comprehensiveness of the planning of the national economy, which finds expression in the need for the more complete coordination of the various aspects and factors of social reproduction, is urgent. One of the means of achieving this is the further development of the principle of the combination of the territorial and sectorial aspects of management and planning from the standpoint of the efficient use by sectorial enterprises and organizations of the manpower and material resources of individual regions, the intensification of regional specialization and the increase thereby of the efficiency of the operation of territorial national economic complexes.

This formulation also fully applies to questions of the improvement of the planning of the development of the higher school, a characteristic feature of which is the concentration of higher educational institutions in individual large cities--Moscow, Leningrad, Kiev and so on, in which the system of higher educational institutions is being transformed into one of the leading spheres of social activity. Thus, the higher school of Moscow is formed by 76 educational institutions, at which more than 40,000 professors and instructors work and about 650,000 people are studying, while the graduating classes of specialists make up about 12 percent of their total amount for the country. One in five specialists in the country in the area of metallurgy, electronic engineering, electrical instrument making and automation, radio engineering and communications, the technology of producing food products is trained in Moscow.¹ It should be pointed out that, when speaking about the increase of the comprehensiveness of the planning of the development of the Moscow higher school, we are proceeding from two basis positions. First, it is an all-union higher educational center and performs its functions on the training of personnel for all the sectors of the national economy and other regions of the country in conformity with the established territorial division of the "spheres of influence" of the higher educational institutions. Second, the higher educational

1. "Narodnoye khozyaystvo SSSR v 1979 godu" [The USSR National Economy in 1979], Moscow, 1980, pp 498, 502; "Moskva v tsifrakh, 1980 god" [Moscow in Figures, 1980], Moscow, 1980, pp 174, 176.

institutions of Moscow form a special, highly developed sector of the Moscow national economic complex itself.

The first circumstance leads to the need for the constant refinement of the size and the nature of the operation of the Moscow higher school from the point of view of all-union interests, the second—from the point of view of the accomplishment of the tasks of the comprehensive development of Moscow, from the standpoint of the training of specialists for the enterprises and organizations of the city and the coordination of the scale of development of higher educational institutions with the resources of the region

Whereas in the case of the former approach from the standpoint of the all-union role of the Moscow higher school as a component of the system of higher education of the country the results of its activity--the training of specialists in conformity with the need of the sectors of the national economy--are manifested in a direct, immediate form, from the standpoint of the role of the higher educational institutions of the city in the development of the Moscow national economic complex the same end result of their work is mediated by the contribution of the region to the economic and social development of the country. This circumstance under the conditions of the existing departmental administration of the Moscow higher educational institutions (which are under the jurisdiction of 16 ministries and departments) leads in a number of instances to the underestimation of the regional aspect of their activity. The ministries and departments, which have higher educational institutions in Moscow, frequently regard the results of the work of educational institutions from the standpoint of the development of their own sector without emphasis on the needs of the region in which the educational institutions are located. This contradiction is in general characteristic in the solution of the problems of the more complete combination of sectorial and territorial development, but it is especially pronounced under the conditions of such a city as Moscow.

The practical experience of drafting the plans of the comprehensive development of Moscow attests that, by using the conditions of the large city with a developed production and social infrastructure, the ministries and departments strive for the continuous increase of the scale of activity of Moscow enterprises and organizations, which especially pertain to the sphere of science and scientific service, without consistent coordination with the development of the city service sectors and with manpower and material resources. In recent years the Moscow higher school has been developed in such a manner. The ministries and departments have expanded the training of personnel and the capacity of Moscow higher educational institutions on the basis of sectorial interests, without the proper consideration of the needs of the region and its potentials for supporting all the aspects of the normal operation of educational institutions. This led, for example, to a certain lack of conformity between the student body and the capacity of the material base of higher educational institutions, between the scale of the development of scientific research at higher educational institutions and the possibilities of providing them with the necessary scientific experimental equipment and, what is the most important thing, between the extent of the training in some specialties and the need for specialists for the sectors of the national economy.

Since the ratio between the extent of the training of specialists and the need for them is the leading factor of the planning of the higher school, let us examine its nature for Moscow higher educational institutions separately from the standpoint of the country as a whole and Moscow.

The analysis made by the author of the need for specialists, which was declared by ministries and departments for 1980 with a breakdown by groups of specialties, shows that the structure of the graduating class of specialists from Moscow higher educational institutions as a whole conforms to the structure of the need for them for the country, but there are also deviations, of them in the direction of the exceeding of the proportion of the number of graduates as compared with the proportion of the need by groups of specialties: "Machine Building and Instrument Making," with respect to which the need for the country comes to 10.4 percent of the total need, while the number of graduates for Moscow comes to 17.6 percent (17.5 percent for day instruction); "Electronic Engineering, Electrical Instrument Making and Automation"--respectively 7.5 and 12 percent (day instruction--13.8 percent); "Economics"--11.8 and 17.0 percent (day instruction--9.3 percent). The indicated deviations stem, on the one hand, from the historically established specialization of Moscow higher educational institutions in the training of personnel for the country in the area of machine building, instrument making, electronic engineering, automation and economics, as well as from the significant development of some of these directions of activity in Moscow itself. The opposite ratios--the excess of the proportion of the need over the proportion of the number of graduates--occur for the groups of specialties: "Agriculture and Forestry"--with a proportion of the need of 10.1 percent the graduating classes of specialists in Moscow make up 3.1 percent of the total; "Health and Physical Culture"--respectively 9.2 and 4.8 percent; "Specialties of Pedagogical Institutes and Higher Educational Institutions of Culture"--16.0 and 6.6 percent.

These deviations are due to various causes. Thus, the higher educational institutions of agricultural specialization in Moscow have stabilized in development as ones not characteristic of the city; the training of medical personnel constantly lags behind the need for them; with respect to the specialties of pedagogical institutes and higher educational institutions of culture the training is being carried out primarily for Moscow organizations, the need of which is being adequately met.

The cited data show that the planned influencing of the further improvement of the proportions of the training of personnel at the higher educational institutions of the city in the interests of the development of the sectors of the national economy of the country is possible from the standpoint of the approach to the Moscow higher school as a component of the all-union sector of higher education.

Turning to the analysis of the formed ratios between the extent of the training of specialists and the need for them for Moscow, it is necessary first of all to examine the specific features of the sectorial structure of the city. The basic directions of the development of its component sectors and the breakdown connected with this of manpower resources, as well as the number of specialists by spheres of activity are characterized by the data of the table [see the following page].

The largest number of specialists (38.9 percent) of their total number for Moscow is concentrated at organizations of science and scientific service. On the average for the country this indicator comes to 14 percent. As a whole 19.2 percent of the number of workers and employees for the city are employed in this sector in Moscow with 3.7 percent on the average for the country. Thus, in Moscow the proportion of workers of the sector of science and scientific service in the total number of people working in the city is fivefold greater than for the country as

as a whole, while the proportion of specialists is 2.8-fold greater. This is due to the fact that Moscow is an all-union center of science. In the city there are several hundred scientific research institutes and a large number of planning and design organizations of union and republic ministries and departments, the scientific developments of which govern scientific and technical progress in all the sectors of the national economy of the country. An advanced form of the combination of science and production--scientific production associations, the number of which at present comes to about 40--is being developed rapidly in the city. About 10,000 scientists are employed at them.

Structure of the Breakdown of the Number of Workers and Specialists With a Higher Education by Sectors of the National Economy, Percent of Total*

Sector of the national economy	Moscow		Country as a whole	
	all workers and employees	specialists with higher education	all workers and employees	specialists with higher education
Total.	100.0	100.0	100.0	100.0
Of them:				
industry (industrial personnel engaged directly in production)	27.4	9.9	33.4	18.8
transportation and communications.	9.6	1.7	10.5	2.9
construction	6.9	3.4	} 10.2	} 9.3
planning and surveying organizations serving construction	3.7	6.6		
trade and public dining.	7.9	2.4	} 8.6	} 2.7
material and technical supply and marketing	1.0	0.2		
housing and municipal services and personal service of population.	4.7	0.5	3.8	--
health, physical culture and social security.	5.2	5.7	5.6	7.9
education and culture.	6.2	15.3	9.1	29.4
science and scientific service.	19.2	38.9	3.7	14.0
credit and insurance institutions	0.5	0.4	0.6	0.4
staff of administrative organs	5.0	12.4	2.2	7.7

* Compiled according to: "Moskva v tsifrakh, 1980 god," pp 95, 104; "Narodnoye khozyaystvo SSSR v 1977 godu" [The USSR National Economy in 1977], Moscow, 1978, pp 378, 394.

The vigorous development of the sector in question had the result that in Moscow about 27 percent of the total number of specialists with a higher education, who work in this sector for the country as a whole, are employed at institutions of

science and scientific service.² Thus, nearly one in three specialists with a higher education, who work in our country at scientific research and experimental design organizations, is among the workers of Moscow science.

The second largest group of specialists with a higher education falls to organizations of education and culture, at which 6.2 percent of the number of people working in the city and 15.3 percent of the number of certified specialists are employed. About 50,000 professors and instructors work at the 76 Moscow higher educational institutions and 142 tekhnikums alone. In all in the sector "Education and Culture" in Moscow in 1977 there were 156,500 specialists with a higher education, which is 5.1 percent of their total number, which falls to this sector for the country.

The administrative staff holds the next place in the magnitude of the number of specialists. Here 5.0 percent of all the workers and employees work, while the proportion of specialists comes to 12.4 percent of their Moscow contingent. The central institutions of the union and republic state machinery are located in Moscow, in connection with which the proportion of workers, who fall to the administrative staff, in their total number for the city is 2.3-fold greater, while the proportion of specialists is 1.6-fold greater than for the country as a whole. In all 126,600 specialists with a higher education work at institutions of the administrative staff in Moscow, which is 15.7 percent of their total number in the administrative staff of the country.

Moscow industry accounts for nearly 10 percent of the city number of specialists with a higher education. The largest proportion of specialists within industry belongs to the sector "Machine Building and Metalworking."

In 1977 101,100 specialists with a higher education, or 5.1 percent of their total number employed in industry of the country, worked at industrial enterprises of the city. It should be noted that the proportion of specialists, which falls to industry, in their total contingent in Moscow is less than for the country as a whole. For Moscow this figure comes to 9.9 percent, while for the country it comes to 18.8 percent. In connection with the great scale of the activity of science, education and the administrative staff the industrial enterprises of the city are constantly experiencing a shortage of engineering personnel, which is also seen in the indicators in question.

A construction complex, which is significant in the scale of activity and includes the largest planning and design organizations and experimental construction, is in operation in Moscow. In the city 6.6 percent of the specialists are employed just at the planning and surveying organizations which serve construction, with 4.0 percent for the country as a whole. In all in 1977 67,800 specialists with a higher education worked at these organizations, which comes to 16.1 percent of their total number employed in the planning of construction for the country as a whole.

As a whole in 1977 1,021,900 specialists with a higher education worked at enterprises and organizations of the city, which is 10 percent of their number for the

2. Here and below according to the data of "Moskva v tsifrakh, 1980 god," pp 95, 104; "Narodnoye khozyaystvo SSSR v 1977 godu," pp 378, 394.

country. Thus, 1 in 10 specialists with a higher education, who is employed in the national economy of the country, works in Moscow.

Such are the basic features of the development of the national economy of Moscow, which have a decisive influence on the formation of the need for staffs of specialists, which differs considerably from the structure of the need for the country. In Moscow as compared with the country the proportion of the need is higher with respect to the specialties of the groups: "Machine Building and Instrument Making" (10.4 percent for the country and 14.0 percent for Moscow); "Electronic Engineering, Electrical Instrument Making and Automation" (respectively 7.5 and 18.0 percent); "Health and Physical Culture" (9.2 and 16.5 percent). The proportion of the need is less than the all-union indicators for the specialties: "Agriculture and Forestry" (10.1 percent for the country and 1.0 percent for Moscow); "Specialties of Pedagogical Institutes and Higher Educational Institutions of Culture" (16.0 and 3.0 percent).

Let us examine the conformity of the structure of the need to the structure of the training of personnel directly for the city. The following specialties have a greater proportion in the number of graduates as compared with the need: "Machine Building and Instrument Making" (14.0 percent in the structure of the need and 18.0 percent in the number of graduates); "Economics" (respectively 11.0 and 14.3 percent); "Specialties of Pedagogical Institutes and Higher Educational Institutions of Culture" (3.0 and 6.6 percent); "Specialties of Pedagogical Higher Educational Institutions" (3.0 and 7.2 percent). The proportion of the following specialties is less than the indicators of the need: "Electronic Engineering, Electrical Instrument Making and Automation" (18.0 and 15.2 percent); "Construction" (11.0 and 7.6 percent); "Health and Physical Culture" (16.5 and 5.9 percent). These deviations are having the result that in Moscow there are regularly not enough specialists in the area of health, construction and in individual specialties of electronic and radio engineering. The training of specialists for the needs of housing and municipal services and the system of personal service of the population is inadequate. In this connection a significant number of specialists of the indicated type are being attracted annually to Moscow from other regions of the country. At the same time for some specialties personnel are being trained in excessive numbers.

Thus, from the standpoint of the regional approach opportunities exist for improving the structure of the training of specialists with a breakdown by specialties and for bringing it in line with the personnel needs of the enterprises and organizations of the city.

The basic procedural principles and results of the analysis of the formed proportions of the training of specialists and the possibility of strengthening the interrelationship of the sectorial and regional approaches to the planning of the Moscow higher school were shown above. The grouping of all the specialties, for which personnel are being trained at Moscow higher educational institutions, into four basic groups: scarce for the city; excessive for the city; scarce for the country, but excessive for the city; excessive for the country, but scarce for the country, was made on the basis of more detailed elaborations.

This grouping is making it possible to increase the comprehensiveness of the planning of the development of the Moscow higher school, since the refinement of the quantitative indicators of the training of specialists and the optimizations of the numbers and the structure of the admissions of students to higher educational

institutions are laying an objective basis for the elaboration of the proportions of the development of all the remaining factors of a supporting nature: the number of professors and instructors; the material base of educational institutions; the amount of expenditures on their maintenance. This is especially important because the assurance of the operation of higher educational institutions is carried out to a considerable extent by means of the manpower and material resources of the city: the scale of the possible development of the system of higher educational institutions, the increase of the student bodies, the construction and renovation of the material base of higher educational institutions and so forth is determined. There still exist significant reserves of the increase of the efficiency of the activity of the higher school of Moscow by means of the more complete combination of the sectorial and territorial principles and the increase thereby of the level of comprehensiveness of the substantiation of the plans of its development.

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DEMOGRAPHY

UZBEK REPUBLIC ILLUSTRATES DEMOGRAPHIC CHANGES

Population: Growth and Employment

Tashkent EKONOMIKA I ZHIZN' in Russian No 7, Jul 82 p 37

[Text] The decisions of the 26th CPSU Congress emphasized that optimum utilization of the entire diverse range of resources, among which labor resources occupy one of the important places, has paramount importance to performing the tasks in socioeconomic development along with raising the efficiency of social production, speeding up scientific-technical progress, and improving the management and organization of labor.

Together with the other republics of Central Asia Uzbekistan represents a unique region of the country with respect to reproduction of the population and labor resources. The stable high level of the birth rate, combined with the relatively low mortality rate, guarantees its high rate of population growth. The average annual growth rates have remained for a lengthy period at the level of 3-3.2 percent, which is more than three times as high as for the country as a whole. Calculations show that stable high rates of population growth will also persist in Uzbekistan in the future as well.

The specific regional features of the demographic situation require a specific approach to solving the problems it generates. The demographic factor is having an ever growing influence on the practice of planning the republic's social and economic development. It is accordingly becoming necessary to conduct thorough scientific research in this field, to exchange opinions on a broad scale concerning the rise in the level of employment of the able-bodied population. The problem of population growth and of optimum utilization of labor resources is complicated and has many aspects. Only some of its aspects are treated in the selection of articles we are publishing here.

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Effects of Population Growth

Tashkent EKONOMIKA I ZHIZN' in Russian No 7, Jul 82 pp 38-41

[Article by L. Maksakova, sector chief of the Scientific Research Economics Institute, candidate of economic sciences: "The Socioeconomic Consequences of the Growth of the Population and of Labor Resources"]

[Text] Population is a complex socioeconomic category. On the one hand it is the product of all the material goods, the basis for formation of labor resources and manpower. Emphasizing this aspect of it, K. Marx wrote that "the population is the basis and the subject of the entire social process of reproduction." V. I. Lenin called the workers society's first productive force. On the other hand the population also figures as the consumer of the material goods created. Under socialism, in conformity with operation of the basic economic law, the cumulative total of continuously growing production is committed to raising the people's standard of living and to the fullest satisfaction of its growing needs.

These tasks do not get performed automatically, especially when the rate of population growth is rapid. Every year there is an ever greater need for jobs, educational institutions, housing units, children's preschool institutions, and the population has a growing need for foodstuffs and nonfood commodities, durable consumer goods and services. And in every new period all these problems insistently demand that an optimum capital investment policy be conducted, that the fullest and most effective use be made of natural and labor resources, and that new production potentials be mobilized time after time.

High population growth rates will persist in Uzbekistan in the future. According to the forecasting calculations of the republic's scientists, by the end of the year 2000 its population will exceed 28 million, as against 16,158,000 last year. Labor resources will also increase correspondingly; moreover, their growth rates will even be somewhat higher than that of the population as a whole.

Population growth rates at this high level pose a whole range of socioeconomic problems for the republic's policymaking and planning bodies. The most important of them is providing jobs for the growth of labor resources and raising the level of employment. In recent years this level has not exceeded 80 percent, which from the standpoint of economic development and improvement of the population's well-being cannot be deemed adequate.

According to our calculations, in the 11th Five-Year Plan alone the growth of labor resources for which fulltime training and jobs have to be provided will be 1.4-fold greater than in the 10th Five-Year Plan, and beyond that period it will even be more than fourfold greater.

We have to note that labor resources will be increasing at a particularly fast rate in cities both by virtue of natural growth and also because of intensified migration of able-bodied people from rural localities. In addition, the

number of city dwellers is constantly growing as rural settlements become urban settlements. All of these factors allow us to forecast that cities and settlements of the urban type will account for 60-65 percent of the entire growth of the republic's labor resources. That is why the problem of creating a sufficient number of jobs will be posed with particular acuteness in the cities.

The rapid growth of labor resources advances a number of problems concerning their optimum utilization in social production. Improvement of the sectoral and regional structure of the economy remains an important direction for raising the level of employment of the able-bodied population. It requires accelerated development of labor-intensive sectors and location of industrial enterprises in small and medium-sized cities, in worker settlements and in rayon centers.

In future the republic will be experiencing an ever greater need for development of those sectors which determine scientific technical progress and are capable of raising the technical level of production and solving a whole range of socioeconomic problems, the most important of which are reducing manual and heavy labor and improving working conditions. This requires improved training of skilled personnel at all levels--both specialists and workers in the most common occupations.

The training of skilled personnel is largely a youth problem. In Uzbekistan the number of young people is growing continuously. Whereas in 1970 the group of young men and women reaching working age was 3.9-fold greater than the category of persons leaving that age group, in 1979 it was considerably greater.

Young people are bringing about not only a quantitative, but also a qualitative growth of labor resources, since they are being replenished with the best-educated and most able portion of the population.

Intensive development of the republic's productive forces and the accelerated growth of those sectors that determine scientific-technical progress will create greater opportunities for putting young people to work.

In the current 5-year period alone it will be necessary to increase the size of the labor force 1.2-fold in industry, 1.1-fold in construction and 1.3-fold in transportation and communications.

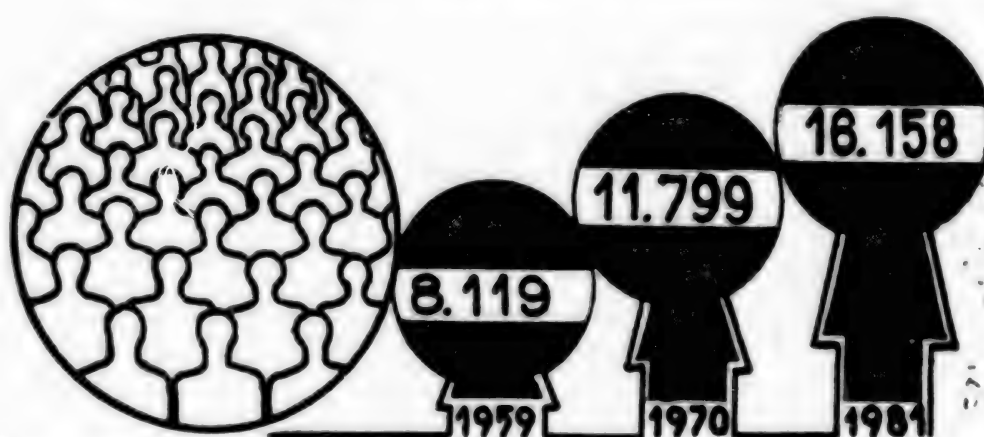
The entire effort in the field of vocational guidance of the adolescent population needs to be structured in this direction so that young people go into those sectors.

At the present time more than half of the young people reaching working age choose to work in agriculture, which cannot be regarded as optimal, since agricultural production in the republic has a surplus of labor even now.

Speaking in Tashkent at presentation of the third Order of Lenin to the republic, Comrade L. I. Brezhnev noted that alongside the high supply of labor resources there is a shortage of workers in a number of branches of industry and

in the construction sector. Correcting this discrepancy specifically requires an intensified effort toward vocational guidance and expanded vocational training of young people. Quite good success has been achieved in developing vocational and technical education in Uzbekistan in recent years. As emphasized in the address which N. D. Khudayberdyev, chairman of the UzSSR Council of Ministers, delivered at an assembly of the republic's party-economic aktiv held 28 April 1982, we now have 520 vocational schools and training centers--400 more than in 1970; the number of people attending them has increased 3.5-fold by comparison with the 9th Five-Year Plan, including a 4.6-fold increase in technical colleges. There has been a substantial bolstering of the plant and equipment of the system for vocational and technical education.

Population of Uzbek SSR, in thousands



Nevertheless, the republic still does not have enough technical colleges based on the 10-grade school; only 72 percent of the training centers based on the 8-grade school are providing secondary general education in addition to vocational education; educational institutions in the system are not always furnished up-to-date equipment, nor are they always staffed with highly qualified experts in production training. All of these problems have to be solved in the future. The further increase in the volume of training and improvement of its quality represent a most important factor to increasing the efficiency of social production.

In his address Comrade N. D. Khudayberdyev noted that in the 11th Five-Year Plan alone 1,814,000 skilled workers will have to be trained, that is, nearly 1.5 times as many as in the 10th, and the share of vocational and technical training in the total training of workers needs to be increased to 40-45 percent. The effort has to be continued to improve the geographic location of vocational schools and training centers, taking into account the need for accelerated development of their network in Kara-Kalpak ASSR and Khorezm, Kashka-Darya and Dzhizak Oblasts.

Moreover, one of the most important directions for development and improvement of the system of vocational and technical education should be maximum conformity of the pattern of training to the needs of production and especially of projects near completion.

it is also necessary in the future to take advantage of interrepublic arrangements for training skilled personnel for Uzbek SSR, which are now in use in other republics of Central Asia. In 1981, for example, 1,600 young men and women from Tajikistan were sent to the best vocational and technical schools in Moscow, Leningrad and other cities of the Russian Federation.

The high growth rates of the population and labor resources necessitate stepped-up development of labor-intensive branches of industry, where for every million rubles of productive capital activated it is possible to create several times more jobs than in capital-intensive sectors.

The development of light industry has great importance from the standpoint of bringing labor resources into social production, especially women. At the present time it accounts for a sizable portion of the women employed in the industrial sector, including 70 percent of the native Uzbek women employed.

In order to provide manpower to new capacities which are being built, it is advisable to determine in each specific case the operating schedule and transport and other services on the basis of the ethnic peculiarities and working habits of the population. Wherever the production technology allows, broader use should be made in the future of special forms of employment, that is, employment with a short workday, short workweek or employment at home, making use of the constructive experience acquired in other regions of the country, especially in the Baltic Republics.

The growth of the population and the need to furnish the workers a maximum of consumer services necessitates intensive development of the service sector. Provision should be made in this connection for accelerated growth of those services which substantially reduce the labor expenditures of women in the household. We are referring above all to laundries, dry-cleaning establishments, order desks, and so on. In recent years consumer services have been developing rather rapidly, but to a considerable extent through growth of motor vehicle service, transportation services, radio and television repairs, and so on. This is, of course, necessary. But people have a prior need for services of the most urgent necessity.

Rapid population growth in the future will also pose other problems in the field of social development for the republic's planning agencies: improved medical service, faster housing construction, increased capacity in schools and children's preschool institutions, and many other things.

The adequacy of children's preschool institutions relative to population is one of the important prerequisites for bringing female labor resources into social production. That is why the decisions of the 25th and 26th CPSU Congresses aimed at the most complete and efficient use of available labor resources emphasized again and again the need for accelerated development of the network of these institutions.

Nor can it fail to be taken into account in this connection that the need for children's preschool institutions in Uzbekistan is very great. Whereas in the

country as a whole it is sufficient to provide 250 places in nursery schools and day nurseries to bring 1,000 women into social production, in our republic more than 600 places are required.

Improvement of the capacity of nursery schools and day nurseries relative to population is one of the most important elements of an effective demographic policy. That is why this question is a topic of particular concern for the party and government. In just the years of the 10th Five-Year Plan the number of children in Uzbekistan in permanent children's preschool institutions increased by 354,000. So that the magnitude and scale of this growth can be fully evaluated, we might note that in 1970 the republic had a capacity for only 348,000. In the seventies this number increased considerably faster than the number of children of preschool age. For instance, in the period between the 1970 and 1979 population censuses the number of preschoolers increased 1.2-fold, while their numbers in nursery schools and day nurseries increased 2.4-fold, and as a result the adequacy of children's preschool institutions relative to population more than doubled over those years.

Nevertheless, the growth of the number of children in Uzbekistan requires still higher rates of construction of nursery schools and day nurseries. According to our calculations, nearly 1.5 million preschoolers will be added in the near future to the republic's present number, and in the more distant future the addition will exceed 2.5 million, which would require building additional capacity of 450,000 and 860,000 places just to maintain the present level of adequacy. Yet even the present level cannot satisfy the need of the population of Uzbekistan. It is now barely half what it is in the country as a whole. Only in Tashkent is it close to the average for the Union, while in Kara-Kalpak ASSR or such oblasts as Surkhan-Darya and Kashka-Darya it is two-thirds of the average for the republic. It will be necessary in future to make provision for faster rates of establishment of children's preschool institutions in the "deep-interior" rayons of the republic. According to our calculations, a capacity of at least 1 million places will have to be created in the near future to take into account the increase in the number of children of preschool age and to further increase the level of adequacy of these institutions up to the standard level relative to population in Uzbekistan.

It cannot be forgotten that from one 5-year plan to the next there will also be a considerable growth in the number of schoolchildren. In the near future the number of first graders will increase more than 1.3-fold relative to 1980, and beyond that it will increase 1.8-fold.

It is self-evident that population growth necessitates still more intensive housing construction. Even at present levels of adequacy the urban housing stock of the republic must increase 1.4-fold in the near future and 2.1-fold in the more distant future, and still higher when one takes into account further improvement of the adequacy of housing relative to population, as provided for in the decisions of the 26th CPSU Congress and 20th Congress of the Uzbek CP.

There is a need to increase the scale of construction of new clubs, culture centers, stadiums, and stores, especially in rural localities, where the

indices of social and cultural services to the public are still lower than in the cities.

The persistent high population growth rates inevitably necessitate a further intensification of geographic redistribution of the population; otherwise the adverse aspects of distribution of the population (excessive concentration, surplus of labor, and so on) will persist and even become worse. It is evident that in the future interrepublic redistribution of population to the advantage of other regions of the country will become increasingly important, and migration from rural localities to cities will increase many times over. The interests of further development of the productive forces make it a necessity to intensify the movement of population and labor resources from the densely settled oases to regions of new development, which have an insufficient supply of manpower.

Thus the rapidly growing population, which is a most important factor in further development of the physical elements of the productive forces, poses a whole range of problems for planning agencies with respect to utilization of labor resources and guaranteeing optimum employment, the training of skilled personnel, improvement of services to the public and performance of a whole range of socioeconomic tasks.

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Forecasts of Economic Development

Tashkent EKONOMIKA I ZHIZN' in Russian No 7, Jul 82 pp 42-43

[Interview with S. K. Ziyadullayev, chairman of the UzSSR Council for Study of the Productive Forces and member of the Uzbek Academy of Sciences, by I. Ustimenko: "A Forecast of Development Which Takes Demography Into Account"; date and place not specified]

[Text] The Council for Study of the Productive Forces (SOPS) of the Uzbek Academy of Sciences is the principal scientific institution for making long-range forecasts of development and location of the republic's productive forces. SOPS enlists in the research a broad range of scientific research and project planning institutes and specialists of planning agencies, ministries and departments and coordinates their activity.

In the process of working on problems SOPS convenes representative conferences, sessions and meetings to discuss the results of the research which has been done. As projects are completed, it passes on material containing conclusions and recommendations to policymaking bodies, to Gosplan, and to ministries and departments for practical use.

A qualified staff of scientists numbering more than 100 staff members has taken shape in SOPS; it is able to solve major economic problems.

At the editors' request S. K. Ziyadullayev, chairman of SOPS and member of the Uzbek Academy of Sciences, answered a few questions.

[Question] What major problem is SOPS working on at the present time?

[Answer] The plan for the current 5-year period has 11 topics. Seven have all-union significance.

The paramount among them is the master chart of development and location of the republic's productive forces up to the year 2000.

As Comrade L. I. Brezhnev has emphasized, performance of the most important socioeconomic tasks takes not 5 years, but a more lengthy period of time and broader horizons of economic planning as well as the coordinated efforts of many sectors and regions of the country.

In the light of the requirements of the 26th CPSU Congress, a master chart is being developed which contains the strategic conception of the future comprehensive development of Uzbekistan's entire economy. The work includes an analysis of land and water resources, minerals and raw materials, fuel and energy, and plant resources and possibilities for their use, and it forecasts the size of the population and potential labor resources. Substantiation is provided for the basic directions and prospects for development of the sectors of the republic's economy.

The general conception (basic premises of the chart) was approved by the Presidium of the Uzbek Academy of Sciences and the republic's Gosplan. Certain components are being revised to take into account suggestions which were made. The coordinating plan, which provides for enlisting the collectives which will join in working on the projects, has also been approved. The number of those organizations runs to 50. Next year the first stage of drafting the master chart is supposed to be completed.

[Question] What in your view are the peculiarities of development of Uzbekistan's productive forces in the foreseeable future?

[Answer] The republic's economy, which is based on abundant minerals, raw materials and labor resources, has the prerequisites for more dynamic development. Priority will be given to labor-intensive branches of industry which do not require large expenditure of energy and water and whose enterprises are most expediently located primarily in small cities and rural localities. In this connection the task is set of increasing the relative share of finished products, which would reduce their imports into the republic.

The urgent need to develop the branches of agriculture producing food--grain, vegetables, fruit, grapes and products of animal husbandry--has been substantiated. This will make it possible by the year 2000 not only to meet the needs of the population for foodstuffs in conformity with scientifically sound standards, but also to export a portion to other regions of the country.

A comprehensive program of scientific-technical progress covering the period up to the year 2005 is being drafted in direct conjunction with the forecast of the development of the productive forces. Given the growing role of science in development of the productive forces of the country and of the

republics, in view of their regional peculiarities, it became objectively necessary to draft such a program.

[Question] What peculiarities of Uzbekistan would you single out?

[Answer] First of all, its importance as the country's principal source of cotton. Beyond that--the rapidly growing population and correspondingly high supply of labor resources. Uzbekistan is also distinguished by natural economic conditions that make it possible to cultivate warm-season and subtropical crops on a large scale on irrigated land and open up prospects for fuller economic development of the deserts and mountains, whose share is nearly 90 percent of the republic's entire area.

At the same time we cannot fail to take into account the peculiarities limiting Uzbekistan's economic development. They include the limited water resources and Uzbekistan's remoteness from the country's other regions, making it necessary to haul freight over long distances.

Uzbekistan is a part of the Central Asian Economic Region, which also includes Kirghizia and the Tajik and Turkmen republics. This makes it advisable for them to jointly solve many problems and perform measures jointly to develop their productive forces, especially their fuel and power resources, machine-building, irrigation, cottongrowing and a number of other aspects.

Among the regional problems the most urgent one for Central Asia is the high rate of population growth. Compared to 1975 the population in the year 2000 will more than double in the region. The comprehensive program proposes measures for developing new areas to live in and creating social amenities in them, for the building of new cities and rural settlements, for increasing the number of jobs and for building the production and social infrastructure.

The problem of improving the structure of industry and agriculture is also a very important one for the region. Their present condition still does not adequately meet the growing needs of the republics, nor is it in line with their supply of raw materials and labor resources.

Application of advances of scientific-technical progress will promote the bolstering and development in Uzbekistan and Central Asia as a whole unionwide centers of agricultural machinebuilding, electronics, the electrical equipment industry and instrumentmaking, motor vehicle building, the mining industry, nonferrous metallurgy and textile production. Jointly with the other republics of Central Asia a scientifically sound comprehensive program is to be drafted for further development of fuel and energy resources, the construction capability and agroindustrial complexes.

In the field of irrigation agriculture ways are to be explored for water conservation through optimization of irrigation rates, improvement of irrigation methods and equipment, and radical reconstruction of irrigation systems in order to improve their efficiency coefficient.-

It has been proposed that the productivity of cottonraising be increased by applying new methods of selection, by creating high-resistance varieties of cotton, by raising varieties with given characteristics (yield, fiber quality, resistance to diseases and pests, oil content of the seed, and maturation periods). Improved methods will be developed for raising cotton on the basis of complete mechanization and use of the most effective fertilizers.

In conclusion I would also mention one major scientific and economic problem of all-union importance which SOPS has joined others in working on.

As is well known, because of intensive construction of water management facilities and extensive development of virgin land, over the last 10 or 15 years the flow of the Amu-Darya and Syr-Darya has decreased and is still shrinking, which will bring about a drop in the level of the Aral Sea, with all the adverse consequences ensuing therefrom. According to the calculations of scientists and specialists, water resources will be fully utilized in the future.

All of this places on the agenda the need to divert a portion of the flow of the Siberian rivers to Central Asia. In the socioeconomic substantiation of this problem it was especially emphasized that no gap in time must be allowed between full exhaustion of the region's water resources and the arrival of water from Siberia.

Upon submittal the project received a favorable evaluation from the head institutes in Moscow and has been included in the technical-and-economic substantiation of the diversion worked out by Soyuzgiprovodkhoz [All-Union State Institute for the Planning of Water Management Facilities] of the USSR Ministry of Land Reclamation and Water Resources.

The scientific forecasting of development of the productive forces is under present conditions an inseparable component of long-range planning. In determining prospects for economic development planning agencies must rely on scientific forecasts both for preplanning documents and also for attainment of scientific-technical progress. Only under this condition is it possible to count on successful drafting of scientifically sound and internally consistent multiannual plans. SOPS is conducting its work in close contact with the republic Gosplan. Its entire activity is aimed at exploring and substantiating optimum versions of the long-range development of Uzbekistan's productive forces.

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Small City's Growth Described

Tashkent EKONOMIKA I ZHIZN' in Russian No 7, Jul 82 pp 44-47

[Article by E. Akhmedov, chief of the urban development sector of the Scientific Research Economics Institute of UzSSR Gosplan, candidate of economic sciences: "How Does a Small City Grow?"]

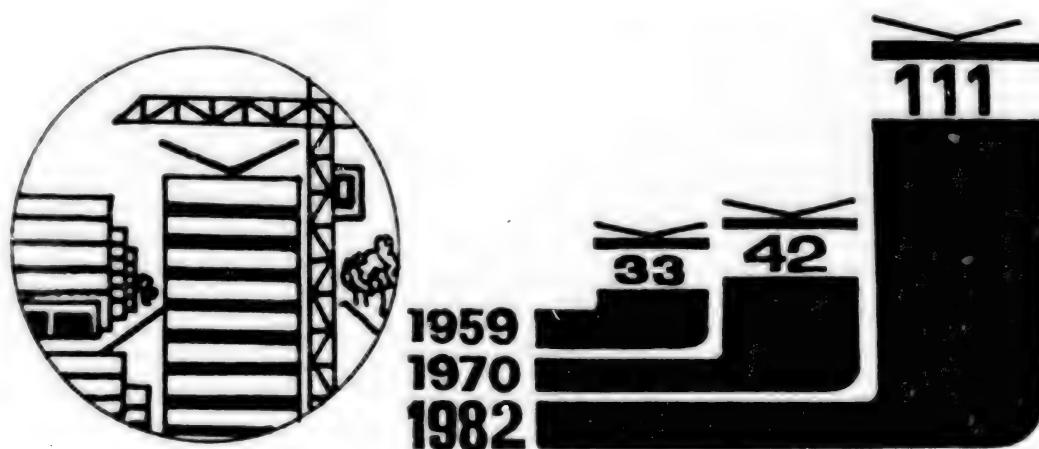
[Text] Cities, which are "independent organisms" to a certain degree, at the same time form skeletons of the socioeconomic structure of extensive

surrounding areas, are linked to one another by thousands of economic, cultural and other threads, and grow both quantitatively and qualitatively, shaping regional production structures and creating a particular way of life. In the judgment of V. I. Lenin, they "... represent centers of the people's economic, political and spiritual life and are prime movers of progress."

The process of the formation of cities, urbanization, is very intensive in Uzbekistan. In just the 1970-1981 period the number of cities increased from 42 to 111. The reason for this is the very rapid growth of industrial production, development of deposits of petroleum, coal, gas, and nonferrous metals, development of hydropower resources and other natural wealth. The urban population is growing nearly twice as fast as the population of the republic as a whole and now represents more than 41 percent of it.

According to the classification adopted in the USSR, cities are divided into the largest cities, very large cities, large cities, medium-sized cities and small cities. Small cities, with a population under 50,000, and medium-sized cities, with a population between 50,000 and 100,000, have the highest share in the number of cities: 70-75 percent in the country and 87 percent in Uzbekistan.

Number of Cities in Uzbek SSR



In discussing the problems of cities' development we will be speaking about small settlements, but nearly everything we say below is also valid for medium-sized cities. The first question is this: Why do small cities come into being, and what do they represent?

The oasis type of settlement has taken shape in our history; light manufacturing in the food industry, whose city-forming potential is low, were mainly concentrated in zones of intensive agriculture; the natural sources of raw materials to which enterprises of heavy industry--the nuclei of future cities--"gravitate" were distributed unevenly over the area; so these are the principal factors giving rise to the formation of small cities.

On the basis of their functions they are divided into two types. The first are the young newly built cities, industrial centers that have come into being in connection with development of natural resources (Mubarek, Zarafshan, Navoi, etc.). The second type represent regional centers, frequently located in underdeveloped and narrowly specialized areas (Chust, Gizhduvan, Urgut, Pskent, etc.). It is quite understandable that these types differ considerably one from the other, which also imposes an imprint on the problem of labor resources in them, as we shall see. But at this point we will touch upon another question: What made development of small cities necessary?

Very large cities are, of course, more progressive from the standpoint of social and economic development. They furnish their inhabitants a maximum variety in selection of occupations and places of employment, they afford the comforts of life, and they present more opportunities for the well-rounded development of the personality. In them it is simpler to solve the problems of the development of the productive forces; labor productivity at their enterprises is higher than in small cities. But the very large cities, including Tashkent, have serious inherent shortcomings.

The concentration of industrial production and the growth of the transportation pool inevitably tend to pollute the environment. Those inhabitants compelled to spend a great deal of time commuting develop "transportation fatigue"--a harmful stress condition. High-speed transportation, subways and other engineering structures have to be built. Yet the cost of construction in very large cities is twice as high in the amount per inhabitant as average costs for the country at large. Small cities do not suffer from these shortcomings, especially those which perform the functions of regional centers, but at present their development is feeble. This, combined with the low regional and socioeconomic mobility of the local population, results in an accumulation of unutilized labor resources in them. That is why the problem of employment of the population, which is a general problem for the entire republic, is becoming the main problem in the development of small cities.

The Small City's Big Problem

The problems of optimum utilization of the small city's labor resources have to be solved in a context that depends on its functional type.

The situation in cities which are industrial centers is directly opposite to the general situation: the problem here is not to provide people work, but to provide manpower for social production. From what sources is it to be drawn? From rural areas. The surplus of able-bodied population, its constant growth, and the increasing availability of manpower resulting from full mechanization of agriculture are creating the real prerequisites for this. But rural inhabitants, as we have already noted, are distinguished by low mobility, and there are great difficulties involved in their moving to the city. What is the way out?

It lies first of all in orienting young people to specialize in nonfarm occupations and in training personnel for industrial occupations. This requires planning and locating vocational and technical schools and tekhnikums in such

a way and organizing training in them and in interschool multipurpose production training centers in such a way that they become a connecting link between city and country. But this is not enough. In the cities themselves and at enterprises working and living conditions have to be created to meet people's requirements so that young people will stay in their new jobs. Just one example: measures to improve living and working conditions in the association "Navoiyazot" [Navoi nitrogen] made it possible to reduce personnel turnover to nearly half.

Able-bodied women in cities are another source: the technical level of present-day industrial enterprises is after all high enough so that women can work even in sections where previously only men worked. But this has its own difficulties.

The highest work activity is observed in women between the ages of 16 and 32. Yet this is precisely the period when they are getting married and having children and when the children need maximum care. Moreover, our families are large, and every one has several children of preschool age. This means that if a woman is to participate in social production, she has to be freed from a portion of her household concerns; enough children's preschool institutions have to be built, and consumer services have to be raised to the necessary level. What we have said undoubtedly applies to a city of any rank, regardless of its functional type and to rural areas as well.

We have discussed the newly built cities in order to cover the problem fully, but the emphasis in the problem is on the second type of small cities--the regional centers. They have an abundance of labor resources, and solving the problems of their utilization is related to Uzbekistan's industrial development in both the intensive and extensive centers, bringing the sphere of social production closer to the places where the able-bodied population has accumulated, carrying out the decisions of the 26th CPSU Congress: "... consistently pursue the line of restricting the growth of the very large cities and to develop small and medium-sized cities, locating highly productive production and branches of enterprises and associations in them." This solution results from the many socioeconomic benefits accruing to the localities where the structural subdivisions of large enterprises are built.

When production is expanded, when new products are put into production, difficulties often arise with construction, with personnel, and many other problems. Branches--essentially they are specialized shops of enterprises that have been moved out of the principal workplace, but are related to them by the closest cooperative ties--make it possible to increase output and expand the product mix in a short time and without large capital investments. But in our context this is not the main thing, but the fact that they afford the possibility of bringing available labor resources into social production.

In the years of the 10th Five-Year Plan 290 branches and shops were opened in the republic, employing almost 30,000 persons and producing 300 million rubles worth of output. Branches represent various sectors of industry, and they have come into being, for example, in such cities as Rishtan, Vabkent, Gzhduvan, Kurgantepa, Pakhtaabad, Markhamat, Yangikurgan, and many other settlements.

It is not without interest to examine the composition of the labor force in the subsidiaries. In Andizhan, Fergana and Namangan Oblasts almost all personnel are inhabitants of settlements in which the subsidiaries are located; 40 percent have graduated from school, 13 percent are housewives, and 19 percent have come from nearby kolkhozes and sovkhozes. In rayons such as Izbaskanskiy, Balykchinskiy and others where the manpower surplus is greater, the share of those who had worked in agriculture and of housewives is higher. Between two-thirds and three-fifths of the workers are under age 30.

Another 400 subsidiaries with a total work force of about 130 persons are to be opened in the 11th Five-Year Plan. They are to produce 2.6 billion rubles worth of various products, mainly consumer goods. Particular attention is being paid to Kashka-Darya, Surkhan-Darya, Khorezm and other oblasts where labor resources are especially large.

Comrade L. I. Brezhnev had high praise for this effort in his speech at the ceremonial assembly devoted to presentation of the Order of Lenin to Uzbek SSR: "You are doing the right thing in creating hundreds of new production capacities--enterprises, shops, and subsidiaries in small cities and villages of the republic. This makes it possible to bring many thousands of new people into the sphere of material production."

The creation of subsidiaries and shops contributes not only to economic, but also to social development of settlements, since it involves construction and expansion of systems for engineering and transportation support as well as all the other elements of the infrastructure, including improvement of housing conditions and cultural and consumer services and the training of highly qualified personnel in the most common industrial occupations.

Success of the effort in this direction depends on many things and may even involve shattering our conventional ideas. For example, no one doubts the advantages of large-scale production. But from the standpoint of utilization of labor resources it does not appear so indubitable. Small and medium-sized enterprises are indispensable in the economy with their comparatively simple technology and organization and the short time they take for construction and assimilation of fixed capital. Freeing the large enterprises from manufacturing products or parts in small lots or from serving consumers directly, they contribute to the specialization of those enterprises.

Many factors need to be taken into account for optimum utilization of labor resources, including the sex-specific and age-specific composition of the population. In small cities there is a high share of women of working age, a large number of children under age 15 and many retired people.

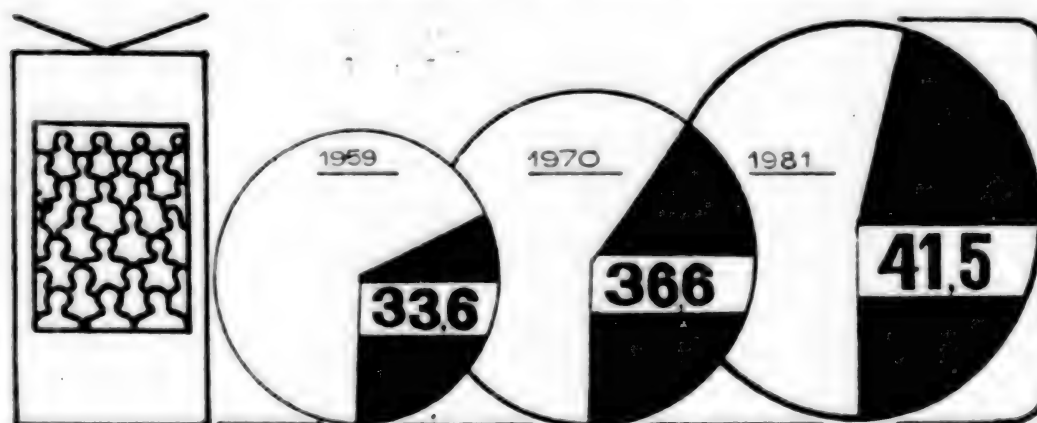
Vocational training needs to be organized for the adolescent generation in accordance with needs not only of the rayon in question, but also those of the entire republic, which makes subsequent migration easier. Work at home is one of the things that helps in using the reserves of female labor.

Work at home is suitable for many people because it allows them to choose their own work schedule, to set their own pace and to combine their work with

household chores. Work at home is economically advantageous: labor resources are utilized, the output of goods for the people is increased without capital investments to build production space, and waste from industry and agriculture is utilized. The assortment of products which can be produced at home is very broad: sewn garments and knitwear, hooked articles, ceramics, works of art, which have been made traditionally and whose manufacture has been passed from generation to generation. These products do not fall short of industrial products, but in a number of cases exceed them in quality. The demand for them is very great. Work at home also solves the problem of the employment of retired people.

The geographic factor also plays a large role. The agricultural surroundings of small cities afford the prerequisites for developing private farming operations of their inhabitants and for fattening cattle, hogs, rabbits and poultry on a contract basis.

Relative Share of the Urban Population,
in percentage of the total population



All the ways of solving the problem of labor resources in small cities cannot be examined in the space of a magazine article, and we have touched upon only those aspects of it which are directly related to the specific nature of these cities. In concluding this discussion, I would like to note the following in particular.

Experience shows that often decisions are made hastily on location of particular enterprises in small cities, on the basis of intervention by oblast, city and rayon authorities, without sufficient socioeconomic, demographic and geographic substantiation, without taking into account the available raw materials and physical resources. These enterprises are located apart from the general scheme for development of the area within which the city is located. Often they are guided only by the bare figures on labor resources, with no determination being made of the possibility of drawing them into social production, which depends on age, sex, education, family situation and many other things.

Subjective assessments are harmful here, and they must be altogether renounced when it comes to the location of the productive forces and development of small cities, everything being placed on a strictly scientific foundation.

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Employment in Andizhan Oblast

Tashkent EKONOMIKA I ZHIZN' in Russian No 7, Jul 82 pp 47-49

[Article by A. Dzhalilov, deputy chairman of the Andizhan Oblast Ispolkom, chairman of the oblast planning commission and candidate of economic sciences: "The Labor Force Participation Rate Is a Comprehensive Problem"]

[Text] In Andizhan Oblast labor resources rose 22 percent over the 10th Five-Year Plan, and the number of persons employed in social production only 11 percent. A fourth of the able-bodied inhabitants in the oblast do not for all practical purposes participate in social production, but remain in the sphere of the household and private farming.

This is, of course, an abnormal situation and diametrically opposite to what is occurring with labor resources throughout almost the entire country. That is why in our oblast the task is being emphasized of expanding the sphere of employment, bringing it as close as possible to the places where the population is concentrated. This is a comprehensive and complicated problem, and a multitude of questions have to be answered here.

We will begin with industry. Its development, especially the labor-intensive branches, is lagging substantially behind the growth rates of labor resources. The number of workers in industry per 100 inhabitants and the per capita output are half of the average for the republic. In a number of rayons--Leninskiy, Markhamatskiy, Moskovskiy, Balykchinskiy, Izbaskanskiy and Andizhanskiy--the total per capita output of industrial products ranges from 4 to 215 rubles, while the figure for the republic is 1,215 rubles.

Construction of large enterprises belonging to various sectors of industry has been organized in the oblast; together with subsidiaries and shops they are providing jobs to 55,000 persons, but still they have not eliminated the problem of the labor force participation rate. That is why now in the future we will be pursuing the course of building in densely settled rayons subdivisions of large enterprises and organizing work at home in connection with local industry. About 10 persons [sic] are now working in such subsidiaries, and the output amounts to more than 70 million rubles. The approximate value of commodity output at the end of the 11th Five-Year Plan for newly activated enterprises, subsidiaries and shops will be 1.5 billion rubles. The output of consumer goods by that time needs to be increased 29 percent. This presupposes intensive work by all agencies and organizations. But in actuality we are encountering serious difficulties.

For instance, in 1981 fixed productive and nonproductive capital amounting to more than 13 million rubles were not activated for 28 customers. The plan for

the commodity output of construction was not fulfilled by 18 construction organizations, and as a result there was a shortfall of 2,200 jobs for various sectors of the economy.

It would seem a truth acknowledged long ago that the quality of labor depends upon concern for the workingman. But apparently certain ministries and departments, certain business managers in the oblast have forgotten about this, spoiled by the surplus of labor resources. In all, 17 percent of enterprises which have an industrial production force of 10,000 persons, which means 15,000 children of preschool age, do not have children's institutions. They include the "Elektrodivigatel'" Plant, the Markhamat Electrical Equipment Plant, the baking combine and brewery of UzSSR Ministry of Food Industry, a meat combine and milk processing plant of UzSSR Ministry of Meat and Dairy Industry, a hydrolysis plant of the Main Administration for Microbiological Industry of the USSR Council of Ministers, and others. At such large enterprises as "Andizhanirmash," "Elektroapparat," the art products factory, only 10 percent of the children of the workers have been assured places in nursery schools.

Because the requisite working and living conditions have been created in hardly any of the subsidiaries--there are no dining halls, refreshment bars, health stations, housing or children's institutions, and municipal, consumer and trade services have been poorly organized--labor productivity is considerably lower at them than at the parent enterprises. The fault here lies with enterprise managers and also ispolkoms of local soviets, as well as with the many people on whom success in this area depends. For example, the republic's ministries of construction and of land reclamation and water resources have not even undertaken to build housing construction combines with a capacity of 140 square meters of housing per year in Andizhan and 250,000 square meters of housing per year in Sovetabad.

The issue here is not merely the concern for man. Adequate housing makes it easier to redistribute labor resources. Development of the network of pre-school institutions, transportation and communications, trade, municipal and consumer services, along with raising the general level of living of the population, creates a multitude of new "application points" for labor, and helps to solve the problems of utilization of labor resources. This is also very important.

As for agricultural production, since the possibilities for increasing the area of irrigated land are very restricted in the oblast, the sphere of application of labor in rural areas should be expanded by using adyry land, by building livestock-raising complexes, by integrating agricultural and industrial production on kolkhozes and sovkhoses, and by improving the makeup of the rural population's work activity.

Dzhalaikudskiy Rayon can be cited as an example. In all kolkhozes and sovkhoses hothouse cultivation is developing, shops have been created for processing produce, and sesame oil is being manufactured. On four farms in the rayon there are shops for processing asphalt, for making bricks, and for calcining lime. The level of employment of the workers is, of course, higher here than in many other rayons, and the strenuousness of work is more uniform in the

course of the year. This is all the more important because the indicator of utilization of available work time of kolkhoz members is only 203 days per year in the oblast.

Difficulties are also encountered in pursuing this strategy. Issues have not been resolved concerning allocation of gas (for firing brick and calcining lime), of lumber, of equipment and of power tools for production of consumer goods. Calculations show that every year about 1,000 additional workers need to be recruited to develop the adyry land and land in Komsomolabadskiy Rayon. But because of the lack of housing and facilities for social, cultural and consumer services, resettlement is limited to 200-220 families per year.

The oblast has a very acute problem of training skilled personnel, especially for industry. More than 35,000 workers and specialists with higher and secondary training are needed by 1985. This necessitates accelerated development of the system of vocational and technical education and enrollment of rural young people in vocational schools and training centers. In the vocational schools and training centers the level of instruction needs to be raised and the work related to the study of the Russian language improved; this will promote faster mastery of occupations, will make young people more mobile and will help in stabilizing them in other zones of the republic and the country. It is also our practice to train young and women under agreement with related enterprises in other regions of the USSR. At present, for example, more than 2,000 persons are undergoing training at textile enterprises so that later they will work in the Andizhan Cotton Combine and in its branches.

Redistribution of labor resources from one sector of the economy to the other is given very great importance in increasing employment. A whole network of labor agencies are working on this: the Bureau for Employment Security and Public Information and commissioners of the labor department of the oblispolkom.

An organized system for vocational guidance of secondary school students promotes optimum distribution of the influx of manpower among the various sectors of the economy. It also tends to reduce the turnover of young people in production. It has to be said that the movement which has become widespread under the motto "The Entire Class Into a Kolkhoz in a Body!" is inapplicable under the conditions of our oblast, where each rural toiler has such a tiny area of plowland. Managers of kolkhozes and sovkhoses and leaders of local soviets of people's deputies must vigorously promote the guidance of young people toward work in nonfarm sectors of the economy. That is where 70-80 percent of secondary school graduates should be sent.

Development of the private farming operations of workers, employees and kolkhoz members contributes to effective utilization of labor resources and at the same time to fulfillment of the Food Program. A sizable portion of gross agricultural output is produced on them: fruit, milk, vegetables, melons, potatoes and grapes. As every kind of assistance is provided in expanding this production, the need to manage this process should not be forgotten. Workers should be furnished plots of the established size for private farming operations and not so large as to be detrimental to the development of socialized

production. There is a need to organize assistance to them in terms of equipment, fertilizers, water and animal feed, and to help them in marketing their output. There is a need to study and disseminate the experience of RSFSR and the Ukraine in which kolkhoz members and sovkhoz workers have raised hogs, rabbits, cattle, sheep, goats and poultry on a contract basis.

The effort toward optimum utilization of labor resources in the oblast has always been made, but it lacked a scientific grounding. It was especially worthwhile in this connection to draft in good time the comprehensive target program on this problem, which involves the Uzbek Branch of the Scientific Research Labor Institute of USSR State Committee for Labor and Social Problems and the planning commission of the oblistpolkom. It should be said that this project exposed serious oversights. Far from all the leading specialists and accountants of enterprises, organizations, kolkhozes and sovkhozes have a mastery of procedures and methods of economic analysis. Very often the recommendations and conclusions concerning the drafts of the plan which they submitted were poorly documented and unsound. Subjective assessments and the voluntaristic approach are altogether unacceptable in this matter. It is evident that serious thought needs to be given to the quality of training of personnel for keeping economic statistics in educational institutions and to organize training at the local level in this field. It will not be beside the point to mention the words of Comrade Sh. R. Rashidov at the assembly of the republic's party aktiv on 11 March 1981. "Whatever area of effort one takes, there exists a very large opportunity and substantial unused potential for successful progress. But in utilizing that potential it is extremely important to ensure a higher level of planning and management."

With the help of the city and rayon party committees, the oblast planning commission has now prepared and submitted for consideration of UzSSR Gosplan proposals "on further development of the oblast's productive forces for the remaining years of the 5-year period and up to the year 1990." In them we tried to cover the entire set of issues related to this problem and planned the measures necessary so that the task of effective utilization of labor resources is performed optimally.

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Training Eases Labor Surplus

Tashkent EKONOMIKA I ZHIZN' in Russian No 7, Jul 82 pp 50-52

[Article by S. Mavlyanov, instructor in the Samarkand Mechanization Tekhnikum: "Optimum Utilization of Rural Labor Resources"]

[Text] The demographic situation in Samarkand Oblast is similar to the one that has taken shape throughout the republic, and we, of course, are also disturbed by the urgent problem of utilization of labor resources, especially in rural areas.

Over the period between the 1959 and 1979 censuses the size of the oblast's rural population increased 1.6-fold. At the same time its relative share in

the total population dropped from 59.7 to 59.4 percent. This is mainly related to the very rapid growth of industrial production, the development of cities, and the migration of able-bodied people to them. But the outflow has not resulted in a shortage of manpower in rural areas, and in many rayons there is a sizable surplus. Labor resources are still being utilized ineffectively, as a number of cases indicate.

Kolkhozes and sovkhoses, for example, have a shortage of machine operators, drivers and workers in a number of other specialties. The labor force participation rate of women has stayed at the same level for many years in spite of the high growth rates of the female population. Over the last decade less than half of the growth of agricultural output was achieved by raising labor productivity....

This state of affairs is clearly unsatisfactory, especially since the objective prerequisites exist for correcting it. For example, labor resources in rural areas are becoming younger, which means that they are becoming more mobile and that there is an important opportunity for optimum location of the productive forces. The level of general education of young people is rising more and more, and consequently one can speak about training highly qualified specialists. Nor can we fail to take into account the tendency among women to master socially useful occupations.

How can the labor force participation rate be raised? There is no unambiguous answer to this question, but an analysis shows the basic ways of solving the problem.

The plant and equipment of kolkhozes and sovkhoses are becoming stronger every year, which means a saving of live labor. But the relative share of manual labor on kolkhozes in the oblast has risen noticeably over the level in 1970 and exceeds the average figures for the republic. The reason for this is the shortage of equipment for subsidiary, loading and unloading, and other auxiliary operations, as well as machinery for raising field crops, animal husbandry and orchard management. On certain farms the relative share of manual labor is 80 percent or higher. All of this dictates that everything be done to raise the level of full mechanization of agricultural production, which in turn necessitates training highly skilled machine operators. And that gives rise to the need to develop the network of vocational and technical schools and tekhnikums, to expand them proportionally over the area of the oblast, and to plan the training of personnel on the basis of a thorough accounting of the need for various occupations not only at the given moment, but also over a longer period of time in the future.

In general optimum planning in this direction has very great importance. Once we have assured a high level of mechanization of agriculture and have met its needs for personnel, we will have a large number of additional workers available, and they have to be distributed optimally among the sectors of the economy. Rural construction is under way on a broad front, and we should consequently think about supplying personnel for this sector. The organization in agricultural establishments of the production of certain building materials, ceramic products and common consumer goods, and the development of traditional

crafts is generating a need to train young people in dozens of new occupations. That is why the training of personnel should be planned and conducted not in narrowly departmental channels, as is now the case, but in conjunction with programs for development of the entire economy of the oblast and republic.

Continuing the discussion of vocational training, we should not fail to cover the role which it plays in resolving one of the most important aspects of the entire problem of efficient utilization of labor resources--the saving of work time. This factor in raising labor productivity is directly related to the level of worker qualifications. According to the data of the Central Asian Scientific Research Institute for Agricultural Economics, first-class machine operators use the work time of the shift 12.5 percent more efficiently, and second-class operators 8.9 percent more efficiently than third-class machine operators. That means that the seasonal output of first- and second-class tractor operators is respectively 1.5- and 2-fold higher. It would seem, then, that the level of training of specialists should be constantly raised in vocational educational institutions, which means that their plant and equipment and classroom facilities need to be expanded and their teaching program improved.

We are especially disturbed by the frequent cases where skilled personnel are employed outside their occupation. They are so frequent that serious thought must be given to this. Graduates of vocational and technical schools and even of tekhnikums are employed at subsidiary work, they are working outside their specialty on kolkhozes and sovkhoses. And they go back there, to where they came from, because little attention is being paid to young workers at industrial enterprises; here again they are being used outside their occupation and regardless of their level of qualifications. Everything we have said applies in still greater degree to construction personnel, irrigation personnel and those who develop new land. In our view the reason why this occurs is that people frequently lose sight of the main thing in the effort to solve some problem, including the problem of efficient utilization of labor resources--the need to be concerned about the workingman is forgotten. And this has many adverse consequences.

Just take the question of providing jobs for women, among whom, as we have said, there has been an increased tendency toward socially useful occupations. Many young women master these occupations and are working in agriculture and industry. However, according to the data of sociological surveys, women up to age 34 work effectively in social production, and thereafter a sizable portion of them leave entirely for the home, and the rest devote a minimum amount of time to social labor. The poor organization of consumer services in rural areas is having an effect, as is the acute shortage of children's preschool institutions. After all, families are large, and as a rule they have at least three children of preschool age. A direct dependent relationship comes about here: inadequate concern about personnel results in a loss of manpower, and the efficiency of utilization of labor resources drops.

In paying due attention to the personnel question, it is also important not to forget the other potential for raising the labor force participation rate.

As we know, expenditures of labor in agriculture vary greatly from one season to the other. The strenuousness of labor on cotton farms, for example, is almost threefold greater in the period of harvesting the crop than it is in January, when most kolkhoz members have almost no employment in socialized production. On half of the oblast's kolkhozes this employment is less than 250 days per year.

The seasonal fluctuations of labor expenditures can be smoothed out, as the experience of a number of farms has shown, by skillful combination of the composition of the branches of agricultural production, by developing vegetable growing and livestock raising, by organizing the process of the products of agriculture, and by setting up interfarm enterprises. Right at the present interfarm cooperation is unfortunately limited to winemaking shops and certain livestock-raising projects. Interfarm repair workshops are not being developed, nor are opportunities being taken for cooperative construction.

Another factor in smoothing out the seasonal pattern is organizing the production of building materials, ceramics, common consumer goods, which we have already mentioned: that is, integration of agricultural and industrial production. It promotes highly efficient operation of farms, higher labor productivity, a faster rise of the material well-being of rural working people. The principal obstacle here is the large number of unresolved issues in the material and technical supply of the subsidiary enterprises of kolkhozes and sovkhozes. Difficulties arise in supplying them equipment, fuel and raw materials. For example, the interfarm canning plant in Samarkandskiy Rayon is being utilized at a level of only 30-40 percent. The reason is that the raw materials to be processed at this enterprise are not included in the procurements plan, and the kolkhozes prefer to sell tomatoes, grapes and other vegetables and fruit to the Samarkand Canning Plant, in spite of all the losses and the lower quality of farm produce because of the shipment involved....

There are a great many questions related to optimum use of labor resources, and they must be an ongoing concern, since solving an important socioeconomic problem depends on this.

PHOTO CAPTION

1. p 52. The training of workers is an integral part of the effort toward efficient utilization of labor resources. Interschool multipurpose production training centers, in which secondary school students acquire occupational knowledge and skills while continuing their studies, have become one of the important units in the training system.

The photograph shows Dzhurabay Nigmatov, instructor in the Termez Interschool Multipurpose Production Training Center, conducting a class on motor vehicles. The lads we see in the photograph receive third-class driving certificates together with their diploma.

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